9

STANDING COMMITTEE ON WATER RESOURES (2007-2008)

FOURTEENTH LOK SABHA

MINISTRY OF WATER RESOURCES

DEMANDS FOR GRANTS (2008-2009)

NINTH REPORT

LOK SABHA SECRETARIAT

NEW DELHI

APRIL, 2008/VAISAKHA, 1930 (Saka)

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STANDING COMMITTEE ON WATER RESOURCES
(2007-2008)

(FOURTEENTH LOK SABHA)

MINISTRY OF WATER RESOURCES

DEMANDS FOR GRANTS (2008-2009)

Presented to Lok Sabha on 22.04.2008

Laid in Rajya Sabha on 22.04.2008

LOK SABHA SECRETARIAT
NEW DELHI

APRIL, 2008/VAISAKHA, 1930 (Saka)

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CONTENTS

			Page No.(s)
Composition of the Committee			(i)
Introduction			(iii)
Chapter –I	**Implementation of the Committee's Recommendations**		1
Chapter – II	**Budgetary Allocations**		2
	(i)	Analysis of Demands for Grants	2
	(ii)	Establishment Strength	7
	(iii)	National Projects	9
	(iv)	Irrigation and Water Resource Finance Corporation	11
	(v)	Climate Change	11
	(vi)	Water Use Efficiency	12
Chapter – III	**Major and Medium Irrigation**		18
	(i)	Hydrology Project	23
	(ii)	Development of Water Resources Information System	26
Chapter – IV	**Minor Irrigation**		32
Chapter – V	**Flood Control**		37
Chapter – VI	**Farakka Barrage Project**		41
Chapter – VII	**Accelerated Irrigation Benefits Programme (AIBP)**		43

APPENDICES

I.	Sector-wise allocation for different activities/programmes (2008-09)	50
II.	Details of year-wise vacancies in various Organizations	53
III.	List of Projects declared as National Projects	54
IV.	State-wise irrigation Potential Created in MMI Sector in X Plan	55
V.	State-wise Central Assistance released during 2007-2008 under various State Sector Schemes.	56
VI.	Projects identified for completion under the Prime Minister's package for distressed districts of Maharashtra, Andhra Pradesh, Karnataka and Kerala	57
VII.	Projects of PM package included in AIBP up to 29.03.2008	59
VIII.	Minutes of the Eighth sitting held on 26 March 2008	60

IX Minutes of the Tenth sitting held on 16 April, 2008 62
X. Statement of Observations and Recommendations

COMPOSITION OF THE STANDING COMMITTEE ON WATER RESOURCES (2007-2008)

Shri Rayapati Sambasiva Rao - **Chairman**

LOK SABHA

2. Shri Bhanwar Singh Dangawas
3. Shri Bikram Keshari Deo
4. Shri Rajen Gohain
5. Shri Prakash B. Jadhav
6. Smt. Preneet Kaur
7. Shri Raghuveer Singh Kaushal
8. Smt. Manorama Madhavraj
9. Shri Shankhlal Majhi
10. Shri Abu Ayes Mondal
11. Shri Lonappan Nambadan
12. Shri Harilal Madhavaji Bhai Patel
13. Shri Vishnu Deo Sai*
14. Dr. Arun Kumar Sarma
15. Smt. Minati Sen
16. Shri Harihar Swain
17. Vacant
18. Vacant
19. Vacant
20. Vacant
21. Vacant

RAJYA SABHA

22. Chowdhary Mohammad Aslam
23. Shri Ajay Singh Chautala
24. Kumar Deepak Das#
25. Shri K.E. Ismail
26. Prof. P.J. Kurien
27. Shri Tiruchi Siva@
28. Shri Sharad Yadav
29. Vacant^
30. Vacant+
31. Vacant+

SECRETARIAT

1. Shri N.K. Sapra - Additional Secretary
2. Shri P.K. Grover - Joint Secretary
3. Shri C.S.Joon - Director
4. Shri P.V.L.N. Murthy - Deputy Secretary
5. Shri A.K. Yadav - Committee Officer

*** Nomination of Smt. Kiran Maheshwari, MP, changed w.e.f .30.08.2007 and Shri Vishnu Deo Sai nominated**
w.e.f. 30.08.2007.
 # Nominated w.e.f. 14.09.2007.
*** Nominated w.e.f. 16.08.2007.**
^ Smt. Sushree Devi. MP, RS retired w.e.f. 02.04.2008.
+ Dr. Gyan Prakash Pilania and Shri Nandi Yellaiah, MPs, RS retired w.e.f. 09.04.2008

INTRODUCTION

I, the Chairman, Standing Committee on Water Resources (2007-2008) having been authorised by the Committee to submit the report on their behalf, present this Ninth Report on Demands for Grants (2008-2009) of the Ministry of Water Resources.

2. The Demands for Grants have been examined by the Committee under Rule 331E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Water Resources on 26 March 2008.

4. The Report was considered and adopted by the Committee at their sitting held on 16 April 2008.

5. The Committee wish to express their thanks to the Ministry of Water Resources for providing them the requisite material in connection with the examination of the subject. The Committee also wish to express their thanks to the officers of the Ministry of Water Resources who appeared before the Committee and presented their considered views.

6. The Committee would also like to place on record their sense of deep appreciation for the invaluable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

NEW DELHI
16 April, 2008
27 Chaitra, 1930(Saka)

R SAMBASIVA RAO,
Chairman,
Standing Committee on Water Resources

CHAPTER-I

IMPLEMENTATION OF THE COMMITTEE'S RECOMMENDATIONS

The Seventh Report of the Standing Committee on Water Resources on Demands for Grants (2007-2008) of Ministry of Water Resources was presented on 28 April, 2007. The Report contained 20 recommendations / observations.

1.2 In compliance of Direction 73-A of the Directions by the Speaker, the Minister of State for Water Resources made a Statement in Lok Sabha on 26th November, 2007 giving the status of implementation of various recommendations made by the Committee in their Seventh Report (14th Lok Sabha). An analysis of the Ministry's statement showed that the Government had accepted 12 out of 20 recommendations. The replies of the Government on 2 Recommendations were satisfactory. Reply to one Recommendation was not found satisfactory. Replies to 5 Recommendations were of interim nature.

1.3 On the basis of Action Taken replies received from the Ministry of Water Resources on the above mentioned Report, the Committee presented their Eighth Action Taken Report to the House on 22nd November, 2007. The Committee commented on the Action Taken Replies furnished by the Ministry in respect of recommendations at Para Nos. 2.14, 2.26, 3.23, 4.15, 6.27, 7.18 and 7.19 contained in the original Report. Statement giving replies to the comments contained in Eighth Action Taken Report has since been received from the Ministry. The Statement will be laid on the Table of both the Houses as per the procedure laid down in Rule 37 of the Rules of Procedure (Internal Working) of DRSCs.

CHAPTER-II

BUDGETARY ALLOCATIONS

Water is one of the most elementary and necessary commodity for survival of life on earth. The casual attitude towards use of water and global warming has forced people to think how to conserve and efficiently use it. All over the world concerns have been raised for development, conservation and management of the limited water resources through proper planning and coordination by all concerned towards the goal of sufficient and equitable distribution to all sections of society.

2.2 The Ministry of Water Resources in the Government of India is responsible for laying down policy guidelines for overall development, conservation and management of water as a national resource, evolve an overall national perspective and coordination in diverse water uses. The activities of the Ministry includes general policy, technical assistance, research and development, training, matters relating to irrigation, protection and preservation of ground water resources, flood control and management, drought proofing, regulation and development of inter-State river valleys, water quality assessment, water laws, legislation, international issues on water etc.

(i) Analysis of Demands for Grants (2008-2009)

Budget at a Glance

(Rs. in crore)

	Revenue	Capital	Total
Charged	-	4.00	4.00
Voted	793.95	108.38	902.33
Total	793.95	112.38	906.33

2.3 A provision of Rs. 906.33 crore has been made for 2008-2009 in respect of the Ministry of Water Resources in Demand No. 103. The Detailed Demands for Grants of the Ministry were laid on the Table of Lok Sabha on 17 March, 2008. The estimated strength of establishment of the Ministry of Water Resources as on 1 March, 2008 stands 450 with salary provision of Rs. 5.42 crore for 2008-2009.

2.4 The Detailed Demands for Grants shows that the total Demand (Voted) (Demand No. 103) is Rs. 902.33 crore of which Rs. 793.95 crore is on the Revenue Section and Rs. 108.38 crore on the Capital Section. There is an increase

of Rs.67.23 crore on Capital Section and reduction of Rs.59.06 crore in Revenue in comparison to the previous year. The details of Sector-wise allocation for different programmes/activities are shown in **Appendix I**.

2.5 The comparative Budget allocation of the Ministry of Water Resources during 2007-2008 and 2008-2009 and Budget Estimate and the Actual for 2006-2007 are given below :

Comparative Budget Proposals

(Rs. in crore)

	2006-2007 (Actual)			2007-2008 BE			2007-2008 RE			2008-2009 BE		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total
										(%change over BE 2007-08)		
Revenue	480.32 (669.11)	250.09 (256.36)	730.41 (925.47)	570.00	283.01	853.01	520.00 (-8.77)	282.50 (-0.18)	802.50 (-5.92)	503.00 (-11.75)	290.95 (2.80)	793.95 (-6.92)
Capital	33.76 (42.89)	18.44 (18.75)	52.20 (61.64)	42.00	3.15	45.15	42.00 (0)	3.15 (0)	45.15 (0)	109.00 (159.52)	3.38 (0.95)	112.38 (148.90)
Total	514.08 (712.00)	268.53 (275.11)	782.61 (987.11)	612.00	286.16	898.16	562.00 (-8.86)	285.65 (-0.17)	847.65 (-5.62)	612.00 (0)	294.33 (2.85)	906.33 (0.90)

2.6 It may be observed from the comparative budget proposals that there is an overall increase in budget allocation 2008-2009. In Revenue Section under Plan allocation there has been a reduction of Rs.67 crore (11.75%) in Budget Estimate of 2008-2009 over Budget Estimate of 2007-2008 while non-plan allocation has been increased to Rs.290.95 crore (2.80%) from Budget Estimate of Rs. 283.01 crore in 2007-2008. In Capital Section plan allocation at Rs.109.00 crore shows a substantial increase of Rs.67.00 crore (159.52%) as compared to Rs. 42.00 crore in 2007-2008. Non-plan allocation at Rs.283.01 crore during 2007-2008 has been increased to Rs.290.95 crore (2.80%) during 2008-2009. The overall plan allocation in Budget Estimate 2008-2009 remain at Rs. 612 crore as was in the year 2007-2008. However, non-plan allocation has increased from Rs. 286.16 crore in BE 2007-2008 to Rs.294.33 crore during 2008-2009 i.e.. an increase of Rs.8.17 crore (2.85%).

2.7 The Budget Estimate 2008-09 at Rs. 906.33 crore comprises Plan allocation of Rs. 612.00 crore and Non-Plan allocation of Rs. 294.33 crore excluding allocations for Accelerated Irrigation Benefit Programme and other water resources programmes.

2.8 When asked the reasons for increase in non-plan allocation and unchanged plan allocation in 2008-2009 and also reduction at RE stage in 2007-2008 the Ministry in a written reply stated :

> **"**During the year 2008-09, the Plan allocation for central sector schemes is Rs.612.00 crore against the same amount for the year 2007-08. However, during the year 2008-09, one of the Centrally sponsored scheme i.e. Command Area Development & Water Management (CAD&WM) has been transferred to State Sector for which allocation was Rs.300 crore during 2007-08. Thus the Plan allocation for the central sector scheme has increased from Rs.312 crore during 2007-08 to Rs.612 crore during 2008-09. There is very nominal increase of Rs.8.17 crore in the Non Plan allocation. The reduction in the Plan allocation for the year 2007-08 was also due to transfer of some of the central sector / centrally sponsored schemes to State sector. The total allocation for 2008-09 is considered sufficient to meet the requirements for various activities.
>
> The major increase in the Plan allocation for the year 2008-09 is in respect of schemes for (a) River management activities and works related to border rivers, (b) Farakka barrage project, (c) Ground water management and regulation, (d) Research and development, and (e) Infrastructure development. Increase in the scheme for river management activities and works related to border rivers is primarily to take up the specific flood management and anti-erosion works in respect of Brahmaputra river and particularly Majuli Island through Brahmaputra Board. Similarly, the increase in the allocation for Farakka barrage project is to meet the immediate requirements for anti-erosion measures in the critical areas in the upstream and downstream of the Farakka barrage. With increasing importance of proper assessment of ground water and urgent need to identify measures for sustainability of the precious ground water resources, there is substantial increase in the allocation for ground water management and regulation. The allocation for the scheme for research and development has also been increased for taking up research in key areas particularly in respect of the effect of climate change on water resources. Similarly, the allocation for the scheme for infrastructure development has also been increased to ensure timely completion of the office buildings for Central Water Commission and Central Ground Water Board in various places.
>
> Regarding Non-Plan: The provision made for BE 2008-09 is sufficient to meet the overall demand during 2008-2009.
>
> The main increase in the Non-Plan side is under Salary component which is required to meet increment of staff, increase of DA etc".

2.9 During the year 2007-08, an allocation of Rs.612 crore (including Rs.12 crore from recoveries) were made in respect of 15 Central Sector schemes and one Centrally Sponsored scheme, only the centrally sponsored scheme "CAD&WM"

has been transferred to state sector during 2008-09. Allocation for all the 15 central sector schemes have been made during 2008-09. An allocation of Rs. 350 crore has been made for "CAD&WM" under state sector of the Central Plan. The scheme-wise allocation during 2008-09 for the 15 central sector schemes is as under :

S. No.	Central Sector Schemes	Gross Allocation for 2008-09 (Rs in crores)
1	Development of Water Resources Information System	46.00
2	Hydrology Project	44.00
3	Ground Water Management & Regulation	107.00
4	Investigations of Water Resources Development Schemes	37.00
5	Research & Development	60.00
6	National Water Academy	2.30
7	Rajiv Gandhi National Ground Water Training and Research Institute	2.10
8	Information, Education and Communication	13.00
9	Pagladiya Dam Project	2.00
10	Farakka Barrage Project	75.00
11	River Basin Organisations/Authority	1.00
12	Dam Safety Studies & Planning	1.60
13	Flood Forecasting	23.00
14	River Management Activities & works related to Border Areas	160.00
15	Infrastructure Development	38.00
	Total	**612.00**

2.10 On the reasons for the huge increase of 159.52% in allocation (Rs. 109 crore in 2008-09) in the Capital Section (Plan) as compared to Rs. 42.00 crore in BE 2007-2008, the Ministry informed as under :

> "The allocation under Capital Section (Plan) is primarily for meeting the requirement of Farakka Barrage Project and the construction of office buildings for Central Water Commission and Central Ground Water Board. The increase in Farakka Barrage Project has been necessitated in view of increase in the jurisdiction of the project in the upstream and downstream of the barrage for taking up anti-erosion measure to ensure safety of barrage and related structure. Similarly, the increase in the scheme for Infrastructure development is to complete the works related to office buildings for Central Water Commission & Central Ground Water Board in time".

2.11 When asked further about the details of the Schemes wherein reduction in allocation at RE stage of 2007-2008 was made, the reasons therefor and if reduction has affected the progress of schemes, the Ministry in a written reply stated that the reduction was made in the allocation to following schemes :

"…….. being the first year of XI Five Year Plan, the preparatory activities took relatively more time in the beginning of the year and the expenditure in the early part of the year was relatively less. Therefore, there was an overall reduction of Rs.50 crore in the allocation at RE stage Scheme-wise details of the BE 2007-08 and RE 2007-08 are as under:

Sl.No.	Scheme	BE 2007-08 (Rs in crores)	RE 2007-08 (Rs in crores)
Central Sector Schemes			
1	Development of Water Resources Information System	30.00	20.00
2	Hydrology Project	33.00	13.60
3	Ground Water Management & Regulation	74.00	63.20
4	Investigations of Water Resources Development Schemes	30.00	27.30
5	Research & Development	30.00	34.20
6	National Water Academy	2.00	1.80
7	Rajiv Gandhi National Ground Water Training and Research Institute	1.50	0.83
8	Information, Education and Communication	2.00	5.17
9	Pagladiya Dam Project	1.00	1.35
10	Farakka Barrage Project	33.00	35.49
11	River Basin Organisations/Authority	0.50	0.10
12	Dam Safety Studies & Planning	1.00	0.30
13	Flood Forecasting	16.00	12.74
14	River Management Activities & works related to Border Areas	46.00	50.75
15	Infrastructure Development	12.00	9.51
Centrally Sponsored Scheme			
16	Command Area Development & Water Management	300.00	285.66
	Total	**612.00**	**562.00**

It has been further stated that the shortfall in the target for the year 2007-2008 due to reduced allocation would be made up in next year through intensive monitoring of the physical and financial targets."

2.12 On the Question of reduction of allocation in RE 2007-2008, the representative of the Ministry stated during evidence as under :

> "As we had indicated, the Command Area Development, which was last year in the Centrally-sponsored schemes, has now been shifted to the State sector. So, we reduced the amount of Rs. 300 crores from the last year's allocation of Rs. 600 crores….. This year, it is now Rs. 600 crores without Command Area Development. For Command Area Development a separate allocation of Rs. 350 crore has been made in the State sector scheme."

2.13 The witness further added as under :

> "……There will be about Rs. 950 crores in total but then Rs. 350 crores goes into the State sector. That comes under the budgetary allocation of Ministry of Finance. It will be operated fully by the Ministry of Water Resources."

2.14 The Ministry informed that against proposals of Rs. 746 crore and Rs. 688 for the Annual Plan 2007-2008 and 2008-2009 respectively, an amount of Rs. 600 crore each was allocated for both the years.

(ii) Establishment Strength

2.15 As per detailed Demands for Grants 2008-2009, following vacancies exist in the Ministry and its attached / subordinate offices.

	Gazetted	Non-Gazetted
1. Secretariat	16	70
2. CWC	311	907
3. CWPRS	123	353
4. CSMRS	24	57
5. CGWB	109	310
6. Ganga Flood Control Comm.	6	11
7. Farakka Barrage Project	6	216
Total	**595**	**1924**

2.16 In a detailed note submitted to the Committee, the Ministry stated that the above vacancies have accumulated over the years (upto 2000 and onwards till 2007) as given in **Appendix-II.**

2.17 When asked as to why these vacancies are persisting in the above mentioned organizations and what efforts have been made to fill up the vacancies, the Secretary, during evidence stated as follows :-

> "For the Gazetted posts, we send the request to UPSC and receive allotment of officers through the Ministry of Railways. We have been requesting UPSC to send adequate number of officers, but every year we are getting less number of officers. Last year, we required 29 officers while 10 officers were sent. As for promotions, we send the proposals to UPSC and then they take up DPC and send the names. For the non-Gazetted, we get the personnel from the Ministry of Personnel. We also make some direct recruitment through employment exchanges. Apart from this, there is a norm of the Ministry of Finance called the 'optimisation scheme.' Every year, if some vacancy arises, we can fill up only one-third of the vacancies. Every year, we have to abolish a number of posts. That is why, the number is going down every year. This is as per the Government policy."

2.18 Asked how the Ministry proposed to implement / monitor the many of up coming projects for which vacancies are required to be filled up particularly in the technical side, the Secretary, stated that the Ministry fully shares the concern of the Committee. They have, therefore, already sought exemption from the Optimisation Scheme of the Ministry of Finance because if posts of officers in a technical Ministry like ours are vacant than the work cannot be accomplished.

2.19 The steps taken to fill up the vacancies by the Ministry are as follows :

(i) All posts are filled up either by direct recruitment or by promotion or by deputation. Group A posts are filled up on the recommendation of UPSC. Requisitions have been sent to UPSC from time to time for filling up of direct recruitment posts and proposals have been sent for filling up the vacancies by promotion and by deputation. The matter is being continuously pursued with UPSC.

(ii) The matter regarding direct recruitment of Group B Gazetted posts has also been pursued with UPSC. DoPT has been requested from time to time for providing services of staff belonging to Central Secretariat Services in the secretariat as well as attached offices. DoPT has also been requested to fill up the vacancies under the central staffing scheme. The remaining posts are being filled up by the concerned organizations.

(iii) There are still some posts which are encadred in the Indian Statistical Service, Indian Economic Service, Civil Accounts Service, etc. The respective cadre controlling authorities are requested for filling up these posts.

(iv) It would be observed that most of the vacancies have occurred in the recent years due to the implementation of Annual Direct Recruitment Plan (ADRP) under which only one third off the vacancies or 1% of the total strength (whichever is less) can be filled up. Proposals for revival of some of these have been moved and are pending for decision. Action has been taken by the Ministry for seeking exemption from the ADRP for filling the technical and scientific posts.

2.20 When asked the extent to which the shortage of manpower in the organizations is effecting the monitoring and implementation of various projects by CWC, CGWB, etc., the Committee was informed :

> "The work of the vacant posts is being got done by giving additional charge to the existing staff who are overstretched due to additional work. Some of the works such as housekeeping, data entry, security etc. are being outsourced. Modernization and computerization has also helped in this regard."

2.21 The appointments on compassionate grounds are made in accordance with the guidelines issued by the Department of Personnel & Training (DoPT). The guidelines provide for filling up of only 5% of the direct recruit vacancies arising under Group C and D categories. The DoPT guidelines are adhered to while considering the requests for appointments on compassionate ground, under the 5% quota.

2.22 During their visit to CWPRS, Pune, the Committee were informed that posts which remain unfilled for two or more years are treated as abolished. Confirming this fact, the Ministry however, further added that there is a provision for revival of such posts with approval of the competent authority by providing full justification for continuation of such posts.

2.23 Asked further if shortage of staff at CWPRS have affected research activities, the Ministry stated :

> "Action has been taken for seeking approval of the Competent Authority for reviving the deemed abolished posts and in some cases the posts have been revived. The work of vacant posts is got done by giving additional charge to the existing personnel as an interim measure which leads to overstretching of the existing personnel. Some of the activities are also outsourced. Thus continuous efforts are being made to ensure that research work at CWPRS does not suffer."

(iii) National Projects

2.24 During the course of the Study Visits of the Committee, the Committee has come across suggestions from several State Governments to consider certain projects as 'National Projects' fully funded by Central Government. The Committee in their 7th Report on Demands for Grants (2007-08) desired the Ministry to formulate a policy for declaring Major Irrigation Projects as 'National Projects'. The Ministry in their further action taken reply on the Action Taken Report (8th Report) have stated that the concept of 'National Projects' was incorporated in the Cabinet Note dated 28.09.2007 which was considered by the Union Cabinet in its Meeting on 25.10.2007 and it was decided to refer the Cabinet Note to a Group of Ministers (GoM). The GoM in its first Meeting while discussing the proposal directed that a separate note for 'National Projects' should be formulated and brought up before the next Meeting of the GoM. The GoM also finalized criteria for selection of 'National Projects'. The GoM approved the revised note with some amendments. The decision of the GoM are now to be brought up before the Union Cabinet for its approval.

2.25 The Finance Minister in the Budget Speech (2008-2009) stated that Government has declared 14 projects as National Project of which 3 projects would require Rs. 7000 crore during the XI Plan. When asked, the concept / criteria of selection of a project as a National Project and the funding pattern adopted / approved for these projects, the Ministry in a written reply stated :

> "The criteria/concept for selection of a project as a National Project as approved by the Union Cabinet is as under:
>
> (i) International projects where usage of water in India is required by a treaty or where planning and early completion of the project is necessary in the interest of the country.
>
> (ii) Inter-State projects which are dragging on due to non-resolution of inter-State issues relating to sharing of costs, rehabilitation, aspects of power production etc., including river interlinking projects.
>
> (iii) Intra-state projects with additional potential of more than 2,00,000 ha. and with no dispute regarding sharing of water and where hydrology is established

The National Project will be eligible for 90% grant of the project cost".

2.26 When asked as to who will bear the remaining 10% of cost in respect of the National Projects, the Secretary of the Ministry during evidence stated that it will be borne by the State Government. The details of 14 projects declared as National Projects are given at **Appendix-III.**

2.27 The Ministry also informed that no other project has been identified to be declared as National Project. The decision of the Union Cabinet states that any addition to the list of the National Project could be done only with the approval of Union Cabinet.

2.28 When asked about the time frame in which such projects are proposed to be completed and the measures proposed to be put in place for faster clearances for timely completion of such projects, the Ministry stated as follows :

> "The time frame for the projects are finalized at the DPR stage which is appraised and cleared by the Technical Advisory Committee (TAC) of the Ministry of Water Resources on Irrigation Flood Control & Multipurpose Projects under the Chairmanship of the Secretary (Water Resources).
>
> A Steering Committee under the Chairmanship of Secretary (Water Resources) is being constituted for National projects with the following mandate:
>
> 1). Steering Committee will supervise and guide the timely implementation of the project by closely interacting with the implementing agency and other concerned agencies/institution.
>
> 2). Steering Committee will be assisted by the dedicated set up to carry out the monitoring of the project to ensure that it is completed as per schedule.
>
> The Steering Committee will look after the expeditious clearances and timely completion of these projects".

2.29 On the question of the monitoring system to watch and control the progress of these projects, the Committee was informed that the Steering Committee will be monitoring these projects with the support of CWC. The modalities for implementation of National Projects are being worked out by this Ministry with the Central Water Commission.

(iv) Irrigation and Water Resource Finance Corporation

2.30 The Finance Minister also proposed to establish the Irrigation and Water Resource Finance Corporation (IWRFC) with an initial capital of Rs.100 crore contributed by Central Government and financial institutions to be invited to contribute to the equity.

2.31 Asked as to when IWRFC is likely to start functioning, the Ministry in a post-evidence reply stated that the Irrigation and Water Resources Finance Corporation Limited (IWRFC) has been incorporated as a Company under the Companies Act, 1956 on March, 29, 2008 as informed by the Ministry of Finance, Department of Financial Services.

(v) Climate Change

2.32 The threat of climate change is now considered an established fact and responding to this global emergency is now long overdue and proportionately vital. The climate change will affect not only human habitat, but also to agriculture production, soil quality, diseases.

2.33 Keeping in view the importance of the effect of climate change on water resources, a study has been taken up jointly by the Central Water Commission, Brahmaputra Board, National Institute of Hydrology with active support and participation of other academic institutions. The Central Water Commission is coordinating the study.

2.34 Asked by when the assessment report of the impact of climate change on water resources is likely to be made available to Government, the Ministry in a reply stated :

> "Ministry of Water Resources has undertaken studies on the effect of climate change by associating organizations under the Ministry, research institutions and reputed academic institutions of the country. Central Water Commission has been assigned the task of overall coordination among all the organizations, research organizations and academic institutions. Central Water Commission, Brahmaputra Board and National Institute of Hydrology have undertaken the studies with active participation of reputed academic institutions. Preliminary report on the basis of the analysis of time series of rainfall data and flow data analysis of related secondary information particularly about snowmelt and glacier melt and the results of

the studies carried out by National Institute of Hydrology is planned to be completed by June 2008".

2.35 The first Centre for research on 'Climate Change and Adaptation Research' has been opened at Anna University, Chennai on 28 March, 2008. The Centre will carry out research activities in the field of climate change to assess its impact on increased intensity of floods and droughts, losses of farming productivities in many regions, rising sea levels etc.

(vi) Water Use Efficiency

2.36 Apart from creating irrigation potential, efficiency in water use is also very important. For a gross irrigated area of 87 m.ha., the water use is 541 BCM i.e. 0.68 m per hectare of gross irrigated area. Average annual rainfall of 1.17 m, out of which assuming 70% use for crop consumption i.e. 1.45 m (4.8 feet) per hectare of the Gross irrigated area which is much higher as compared to water use in USA (3 feet). This reflects a low irrigation efficiency of 25% to 35% in most irrigation systems with 40% to 45% in exceptional cases.

2.37 Asked if any study to assess the use of water for various purposes has been conducted and the details thereof, the Committee was informed :

"The National Commission for Integrated Water Resources Development in its report has presented the requirement of water for various purposes including irrigation. The finding of the Commission are summarised in the following table:

Billion Cubic Metre

Uses	1997-98	2010	2025	2050
Irrigation	524	557	611	807
Domestic	30	43	62	111
Industries	30	37	67	81
Others	45	73	103	181
Total	**629**	**710**	**843**	**1180**

2.38 When asked about the measures proposed/being taken to increase the efficiency in use of water, the Ministry stated as follows :

"Various measures are taken for improving the efficiency in the use of water which inter-alia include (a) the preventive measures through seepages etc. by use of lined canal, (b) proper management practices, (c) promotion of micro irrigation practices such as sprinkler & drip irrigation. One of the major objectives of extension, renovation and modernization of irrigation projects is to improve the efficiency and ensure optimum utilization of the available water resources".

2.39 The Working Group of the National Commission on Integrated Water Resources Development Plan (NCIWRDP) in its report has proposed following efficiency norms for assessment of water requirement for irrigation purposes for surface water:

(i) Irrigation efficiency for major & medium project 55%
(ii) Irrigation efficiency for minor surface irrigation project 70%
(iii) Reservoir losses including losses due to evaporation in canal 20%

"The NCIWRDP in its report has further mentioned that 'although no national level assessment of overall irrigation efficiency from surface & ground water are available, the Commission is of the view that 35-40% efficiency in surface water and 65-70% efficiency in ground water will be a fair approximation'.

For the purpose of drinking water the Working Group has mentioned that while making provisions for urban water supply from surface reservoir usually located at large distance, an additional 20% should be provided for transit losses and evaporation etc. In case of urban water supply through ground water resources, there may not be any appreciable loss. Thus, in order to account for the losses the overall urban water supply norms has been increased by 10%."

2.40 The minimum water use efficiency expected or assessed by the National Commission in respect of the irrigation, domestic, industrial and other sectors is as follows :

"The irrigation water requirement for various crops is assessed with the help of the standard crop water need keeping in view the hydro climatic conditions of different regions. Thereafter, the losses in water conveyance from the source to the field and other losses such as evaporation from canal water surface etc are duly accounted for to estimate the water use efficiency. No national level assessment of overall irrigation efficiencies from surface and ground water are available. The NCIWRDP has expressed the view that 35 - 40 % efficiency in surface water and 65 – 70

% efficiency in ground water will be a fair approximation. The NCIWRDP has further indicated that with the increasing economic value and pressure on Water Supply, improvement in overall irrigation would most likely take place in course of time and, therefore, the NCIWRDP has assumed that it should be possible to achieve the following levels of irrigation efficiency over time."

	2010	2025	2050
Surface Water (%)	40	50	60
Ground Water (%)	70	72	75

2.41 On farm Application Efficiency of 60 to 80% and Conveyance Efficiency of 50 to 70% is reported to have been achieved as per Water Use Efficiency studies carried out in respect of East Baigul Reservoir Project (UP), Walmiki Sarovar (UP), Pilli Dam (UP) and Matatila Project (UP). However, the CWC has taken up studies related to various projects covering different States in respect of water use efficiency. The studies are in progress.

2.42 On the query as to the assistance extended to State Governments by the Ministry for improving Water Use Efficiency, the Secretary, during evidence responded as under :

"Basically, I think we will have to work with the Ministry of Agriculture because we provide the clear potential of water of the field. Under the Command Area Development Programme, we are providing assistance so that actually water reaches the field and then various cropping patterns are studied. Under the Command Area Development Programme, this activity can be determined where we provide central assistance to the States."

2.43 Supplementing the Secretary in this context, a representative of the Ministry further added :

"….So far as contribution of the Ministry of Water Resources is concerned, at the planning stage the Irrigation Management Organisation of Central Water Commission uses the water requirement for various crops which have been prescribed by the Ministry of Agriculture and helps the project authorities in working out actual requirements for various crops. Thereafter, as the Chairman CWC indicated, the issue of losses at various stages like the field losses, etc. are accounted so that at the stage of the planning of the project, the Central Water Commission assists the State Governments in proper assessment of the water requirement for various crops at the prescribed cropping pattern."

2.44 The Secretary informed that assistance to States is also extended by the Ministry in the following manner :

> "….we have the Farmers Participatory Action Research Programme which is run through the agricultural universities and institutions. We are reaching the farmers directly and educate them and train them about water use efficiency for various crops. This is one programme where we are reaching the farmers. The agricultural universities are basically involved in this. Around 63 institutes all over the country are implementing this programme. It is basically for education of farmers in water use efficiency."

2.45 The Committee was informed that a study on water use efficiency has been awarded to Water and Land Management Institutes (WALMIs). 45 projects have been studied by WALMIs. The Report has been received and is yet to be accepted finally. This would reveal the level of efficiency and the steps needed for improvement.

2.46 The Ministry in a post evidence reply further stated that the Irrigation Management Organisation of Central Water Commission provides assistance to States / Project Authorities in working out the most appropriate requirement for various crops keeping in view all relevant factors including Agro-climatic zone etc in consultation with Ministry of Agriculture. The planning for canal design etc. is also taken up with due consideration to Water Use Efficiency. The Ministry of Water Resources also provides assistance to various States under the scheme for Command Area Development and Water Management (CAD&WM). The activities under CAD&WM also contribute in improvement of the water use efficiency. Similarly the Extension, Renovation and Modernisation (ERM) of major & medium irrigation projects also help in improving the efficiency of the system. The Central Water Commission has also taken up studies in respect of water use efficiencies for identified projects in various States.

2.47 The Committee observe that against the projection of Rs. 746 crore for 2007-2008 and Rs. 688 crore for 2008-2009 under the plan head, the Ministry of Water Resources has been provided Rs. 600 crore each for both the financial years. The shortfall is to the extent of Rs. 146 crore and Rs. 188

crore, respectively. The allocation was reduced to Rs. 550 crore at RE stage 2007-2008. According to the Ministry, the reduced allocation at RE stage was primarily due to more time taken for the preparatory work in respect of different schemes as it was the first year of the Eleventh Plan and expenditure was relatively less in the early part of the year. The Ministry has stated that the shortfall in targets for the year 2007-2008 due to reduced allocation would be made up in the next year through intensive monitoring of the physical and financial targets. The Committee further observe that the plan allocation for the Central sector schemes has increased from Rs. 312 crore during 2007-2008 to Rs. 612 crore during 2008-2009 after the Command Area Development & Water Management Scheme was transferred to State sector for which a separate allocation of Rs. 350 crore has been made. The Committee expect the Ministry to utilize the enhanced allocation during 2008-2009 and avoid reduction of allocation at RE stage as in previous years. The Committee desire the Ministry to review the pace of expenditure under different schemes on a quarterly basis. They desire to be apprised of the steps taken in this regard.

2.48 The Committee regret to observe that as many as 595 Gazetted and 1,924 non-gazetted posts are vacant in the Ministry and its various subordinate offices. These vacancies have accumulated over the years (till 2007). The perusal of the details furnished reveals that there were 73 Gazetted and 573 non-gazetted vacancies in the Ministry and its various organizations upto the year 2000. The Secretary, Ministry of Water Resources, during the course of evidence admitted that they could fill up vacancies only to a limited extent and that due to the operation of 'Optimization Scheme' of the Ministry of Finance the number of posts stand abolished. While sharing the concern of the Committee, the Ministry have informed that they have sought exemption from operation of the 'Optimization Scheme' of the Ministry of Finance as posts of officers in the Ministry are technical in nature which if remained vacant, affect the performance of the Ministry. The Committee recommend that approval of the competent authority for reviving the deemed abolished posts in CWPRS and other organizations including NEHARI under Brahmaputra Board be

obtained at the earliest and all the vacancies including the deemed abolished posts be filled up on an urgent basis. The Committee also recommend that all the unfilled vacancies on compassionate grounds against the 5% quota in the Ministry and its subordinate / attached offices be immediately filled up, if needed, by relaxation of DoPT Guidelines in respect of needy persons particularly in cases where the families of deceased employees are without an earning member. The Committee would like to be apprised of the action taken in the matter.

2.49 The Committee are happy to note that subsequent to their recommendation in the Seventh Report on Demands for Grants (2007-2008) calling upon the Ministry of Water Resources to formulate a policy for declaring Major Irrigation Projects as 'National Projects' at an early date, the Group of Ministers (GoM) approved the criteria for selection of 'National Projects' and are now to be brought up before the Cabinet for its approval. Besides, the Finance Minister in his Budget Speech (2008-2009) announced that Government has declared 14 Projects as 'National Projects' of which 3 projects alone would require Rs. 7,000 crore during the Eleventh Plan. The projects declared as 'National Projects' would be eligible for 90 per cent of project cost as Central Grant and the remaining 10 per cent would be borne by the State Governments. A Steering Committee under the Chairmanship of Secretary, Water Resources is being constituted to monitor the progress of implementation of these projects with the support of the Central Water Commission. The modalities of implementation of 'National Projects' are being worked out by the Ministry with CWC. The Committee desire the Ministry to work out such modalities within 3 months so as to enable early implementation of the projects.

2.50 The Committee observe that the threat to climate change is now considered as an established fact. The Ministry of Water Resources has reportedly initiated studies on the effect of climate change on water resources by associating organizations under the Ministry, research institutions and reputed academic institutions of the country. The CWC has been assigned the task of overall coordination. The Preliminary Report on the basis of analysis of time series of rainfall data and flow data analysis of related

secondary information particularly about snow melt and glacier melt and the results of the studies carried out by National Institute of Hydrology are likely to be completed by June 2008. The Committee desire the Ministry to enlist support from not only the academic institutions but other NGOs/ individuals engaged in carrying out the studies on the impact of climate change on water resources so that a practical solution to meet the adverse effects of climate change is found. The Committee would like to be informed of the progress made in this regard including the report to be made available on the subject by the CWC.

2.51 The Committee observe that efficiency in water use is as important as creation of irrigation potential and its fuller utilization. The Committee are given to understand that irrigation efficiency in most of the irrigation systems in the country ranges between 25% and 35% and in exceptional cases the usage is between 40% and 45%. The water for crop consumption per hectare of the gross irrigated area (4.8 feet) is much higher as compared to water use in USA (3 feet). The Working Group of the National Commission on Integrated Water Resources Development Plan (NCIWRDP) has proposed efficiency norms for assessment of water requirement for irrigation purposes from surface water. The Commission was of the view that 35% to 40% efficiency in surface water and 65% to 70% efficiency in ground water will be a fair approximation. The Ministry has reported that on farm application efficiency of 60% to 80% and conveyance efficiency of 50% to 70% has reportedly been achieved as per water use efficiency studies carried out in respect of certain projects in Uttar Pradesh. The CWC has taken up studies in respect of various other projects in different States in this regard and the studies are in progress. The Committee urge the Ministry to get the assessment studies initiated by CWC completed in a time bound manner which in their opinion would serve as a tool for the Ministry to evolve and initiate measures aimed at improving Water Use Efficiency amongst different sectors. They also desire the Ministry to take suitable measures to achieve the levels of irrigation efficiency as envisaged by the National Commission on Integrated Water Resources Development Plan (NCIWRDP). They are also given to understand that Water and Land Management Institutes (WALMIs)

have undertaken studies of 45 projects to assess the water use efficiency therein. They desire Government to take a final view on the findings of the study by WALMIs and take remedial measures on the identified problem areas for improving water use efficiency. They desire to be informed of the action taken in respect of the above.

CHAPTER –III

MAJOR AND MEDIUM IRRIGATION

The Planning, formulation and execution of all Major and Medium Projects are carried out by the concerned State Governments and the required funds are allocated out of their State Plan. The Ministry of Water Resources plays a pivotal role by providing technical know-how to the State Governments through its subsidiary organizations and statutory bodies set up for the purpose viz. Central Water Commission (CWC), Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS), National Water Development Agency (NWDA), National Institute of Hydrology (NIH) etc.

3.2 The Budget allocations (Plan and Non-Plan) for Major and Medium Irrigation for the year 2007-2008 and 2008-2009 are given below:-

(Rs. in crore)

Name of the Scheme	Budget Estimates 2007-08		Revised Estimates 2007-08		Budget Estimates 2008-09	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Major and Medium Irrigation	132.50	145.47	105.82	137.36	209.90	148.10

3.3 The Budget allocation (Plan) for Major and Medium Irrigation for the year 2007-2008 was Rs.132.50 crore which was reduced to Rs. 105.82 crore at the Revised Estimates stage. When asked the reasons of reduction of allocation at RE stage by Rs. 26.68 crore, the Ministry has informed as follows :

> "The reduction in plan allocation of 2007-08 at RE stage is mainly in two schemes i.e. (a) Hydrology project and (b) Water Resources Information System. Hydrology Project is a World Bank funded project and various activities are to be finalized after following the detailed procedures prescribed in the guidelines. In view of delays in finalization of the consultancies for various activities, the allocation for Hydrology project has to be reduced from Rs.33 crore at BE to Rs.13.60 crore at RE stage. There has been reduction in the scheme for Development of Water Resources Information System also. 2007-08 being the first year of the XI Plan, some initial delays have taken place in getting necessary inputs from concerned organisations, particularly NRSA. As a result, the BE 2007-08 allocations had to be reduced at RE stage".

3.4 When asked if Schemes/Projects got affected due to reduced allocation, the Committee was informed that the shortfall in the target for the year 2007-08 in the schemes "Hydrology Project" and "Development of Water Resources Information System" due to reduced allocation at RE would be made up in next year through intensive monitoring of the physical and financial targets. Coupled with planning intensive monitoring of the physical and financial target of each of the schemes, a mechanism of monthly review has already been started.

3.5 The allocation (Plan) in Budget of 2008-2009 for Major and Medium Irrigation has been earmarked at Rs.209.90 crore which is Rs.77.40 crore more than the allocation of the previous financial year 2007-2008. Asked why allocation was increased by Rs. 77.40 crore for current financial year 2008-09 when the allocation at RE 2007-08 stage was reduced drastically, the Ministry informed :

> "In order to achieve the overall target for the XI Plan for each of the schemes and keeping in view the anticipated activities for this purpose, the allocation has been proposed for each of the schemes. The reduction in plan outlay for 2007-08 at the RE stage for the schemes under sectoral head major & medium irrigation is about 20%".

3.6 It has been further stated that the allocation under the sectoral head MMI for the various schemes at the Ministry of Water Resources is considered to be sufficient for meeting the target during 2008-2009.

3.7 There were 471 on-going Projects (169 Major, 219 Medium and 83 ERM) spilled over from Ninth Plan to Tenth Plan with a balance cost of Rupees One lakh crore. Out of these 48 Major, 91 Medium and 39 ERM Projects were likely to be completed by the end of Tenth Plan. As per information obtained from State Governments altogether 178 projects were likely to be completed during Tenth Plan amongst them, 102 projects have been reported as completed including 32 major 41 medium and 29 ERM projects. Moreover, 36 projects/ project components are likely to be completed during the First Year of XI Plan under AIBP.

3.8 The measures initiated / being initiated for the speedy completion of these projects are as follows :

> "Irrigation being state subject, planning, execution and maintenance of the water resources projects are under direct control of the state departments. However, Central Ministry acts as facilitator and provides assistance / guidance as and when necessary. In regard to completion of the ongoing projects, Central Govt. has been providing Central assistance in the form of grant under Accelerated Irrigation Benefit Programme for expediting completion of the project works."

3.9 Out of 178 projects which were likely to be completed during Tenth Plan, 102 projects are reported to have been completed and remaining 76 are likely to spill over to the Eleventh Plan. 300 new projects (78 Major, 136 Medium and 86 ERM) were taken up during the Tenth Plan. When asked to give details about the projects which have been completed, the Ministry in reply stated :

> "Although 300 new projects were proposed to be undertaken under X Plan actually 148 projects are reported to have been undertaken during X plan including 40 major, 70 medium and 38 ERM projects. Out of these projects, 3 projects including 1 medium and 2 ERM projects are completed during X plan as reported by the concerned state governments."

3.10 Out of 148 projects which were reported to be undertaken during Tenth Plan, 145 projects including 40 Major, 69 Medium and 36 ERM have spilled over to Eleventh Plan. When asked to state as to how many projects have been taken up for Eleventh Plan and by when these are likely to be completed, the Ministry stated as follows :

> "As per report of the Working Group on Water Resources for XI Plan, 477 projects including 166 major, 222 medium and 89 ERM have spilled over to XI Plan. Also 309 New projects including 78 major, 145 medium and 86 ERM are proposed to be taken up during XI Plan. Normal gestation period of major projects is considered to be 10 to 15 years while for medium projects the same is taken as 5 to 8 years."

3.11 There is huge spill over of about 514 projects from earlier plans into Eleventh Plan and one additional 309 new projects were proposed to be started in Eleventh Plan. Asked if a cap on the number of new projects proposed by State Governments as in the case of funding of AIBP projects could be imposed, the Ministry in a post-evidence reply submitted :

> "As per the Report of the Working Group on Water Resources for XI Plan, State Governments proposed 309 new projects to be taken up during XI Plan. Irrigation development being a State subject, planning, execution and operation & maintenance of irrigation projects are carried out by the State Governments from their own resources and as per their own requirements and priority. However, under AIBP, new projects are taken up for funding only on completion of one ongoing AIBP project, except in case of PM package projects, drought prone area projects and projects in the States having irrigation development below national average."

3.12 Through Major and Medium Irrigation 6.5 m.ha. additional irrigation potential was planned to be created during Tenth Plan. When asked the total irrigation potential that has been created through Major and Medium Projects during the Tenth Plan, the Ministry in their reply submitted that during the Tenth Plan, 4.543 m.ha. irrigation potential has been created. The State-wise and year-wise detail of created irrigation potential through MMI Projects during Tenth Plan is given at **Appendix -IV.**

3.13 Against the revised target of 6.5 m.ha. the creation of 4.543 m.ha. potential has been reported. Asked the reasons for non-achievement of targets i.e. creation of additional irrigation potential through MMI, the Ministry stated that the main reason for non-achievement of targets is the non-allocation of sufficient funds by the State Governments under the State Plans, thin spreading of resources, delay in land acquisitions and rehabilitation etc.

3.14 It has been pointed out that utilization of the created potential has always been at lower side than the irrigation potential actually created. The percentage of utilization of the created potential and the measures envisaged for increasing the utilization of created potential are as follows :

> "About 81.3 % of the irrigation potential created through major and medium irrigation projects has been assessed to be utilized. With a view to have proper assessment of the reasons for the gap between the irrigation potential created and the irrigation potential utilized, and suggesting measures for optimal utilization of the created irrigation potential, studies have been awarded to Indian Institute of Management (IIM) Ahmedabad, IIM Banglore, IIM Kolkatta and IIM Lucknow".

3.15 When asked by when their report is likely to be presented to Government, the Committee was informed that IIM Ahmedabad has submitted an interim Report. The interim Reports from other IIMs are awaited.

3.16 Asked about the target that has been fixed for the Eleventh Plan period for potential creation and utilization, the Ministry informed that :

> "A target of creation of irrigation of 9 m.ha. through major & medium irrigation has been fixed for the XI Plan. The target for Command area development & water management activities includes (a) development of cultural command area (CCA) of 3.5 m.ha. and (b) correction of conveyance deficiencies on an area of 6.25 m.ha."

3.17 It has been informed that with a view to bridge the gap between created irrigation potential and its utilization, the Government has asked National Remote Sensing Agency (NRSA), Hyderabad to study the variation therein using remote sensing technology in respect of Teesta Hydel Project in West Bengal and Upper Krishna Project in Andhra Pradesh. The major findings of the study conducted by NRSA in respect of these 2 projects is as follows :

> "In case of Upper Krishna Project, the NRSA study indicated the irrigation potential of 133.133 thousand hectare against the field report data of 138.902 thousand hectare. Thus, the variation in ground observations and NRSA report in respect of irrigation potential was only about 5% in case of Upper Krishna Project. In case of Teesta Barrage project the total irrigation potential created is 83.565 thousand hectare whereas the field reported irrigation potential is 128.52 thousand hectare with projected irrigation intensity of 154%. The large variation is attributed to discontinuity in canals at several places and non construction of hydraulic structures."

3.18 On the reasons for vast difference in NRSA data and field reports, the Secretary stated during evidence as under :

> "NRSA submitted two reports in the first phase which was examined by the Ministry. We found that there was a variation of five per cent which is not very substantial in the case of Upper Krishna Projects but in the case of Teesta Barrage Projects, the variation is very large. The State had over reported the creation of potential whereas NRSA found that the actual creation of potential is very low. We have written to the State Government and asked for clarifications as to why they have over reported the creation of potential. But the NRSA found that there is some gap in the canal and if there is a small gap, water cannot flow and the potential is not said to be created. We have asked the State Government to clarify as to why they have over reported".

3.19 In regard to variation in data of NRSA and field reports of Teesta Barrage Project, the Ministry further submitted that the total irrigation potential created in case of Teesta Project as per NRSA report is 83.565 thousand hectares whereas

according to the field report irrigation potential created is 128.52 thousand hectares. The large variation is attributed to discontinuity in canals at several places and non construction of hydraulic structures. In this regard, the Govt of West Bengal has further clarified that in case of Dauk-Nagar Main Canal (DNMC), initially the Prioritized Zone was restricted upto 23.2 Km out of 80.20 Km length and at present it is extended upto 67.50 Km.

3.20 The study conducted by NRSA in respect of 53 projects is still under progress, however out of 53 AIBP aided projects, 5 projects namely Wan Irrigation, Gosikhurd Irrigation Project of Maharashtra, Sidhatha Irrigation project of Himachal Pradesh, Khuga Irrigation Project of Manipur and Shivnath Diversion Project of Chhatisgarh have been completed, the remaining projects are in progress. The reports of these 5 projects are under examination.

3.21 The details of "Dam Safety and Rehabilitation in India"- a scheme under Major & Medium Irrigation is as under :

> "A Plan scheme titled "Upgradation of facilities and skills in Central Water Commission regarding Dam Safety and Rehabilitation" was implemented during the X Five Year Plan 2002-07 at an estimated cost of Rs.8 crore. The main objectives of the scheme were: Setting up of Management Information System (MIS), establishing a Group of Emergency Action Plan (EAP) for Dams, preparation of PMP Atlases for the basins of Ganga, Brhamaputra, Krishna and Indus and some in-country trainings.
>
> Works completed during the X Plan are: Upgradation of MIKE II Software, Dam Break Studies for three dams using MIKE II Software and special studies like Glacial Lake Outburst Flood, channel routing, flood routing, sedimentation studies, backwater studies etc. A few training courses like Basic Concept of GIS for using in Dam Safety Management, use of upgraded MIKE II Software, Finite element method, technique for earthquake analysis and workshop on EAP, guidelines for preparation of EAP for circulation to all the States and preparation of true PMP Atlases (Krishna and Indus basins)."

3.22 Asked if any detailed study of the safety standards of the dams in the country was made and the findings thereof, the Ministry stated as follows :

> "The Central Water Commission has studied various aspects of Dam Safety and following guidelines / manuals have been brought out for use by State Government / project Authorities.
>
> (i) Modes and causes of dam failure- August, 1980.

(ii) Guidelines for inspection at the time of commissioning of dams-gates (fixed wheel and slide gates) March, 1984.
(iii) Report of Dam Safety Procedures – July 1986.
(iv) Guidelines for Safety Inspection of Dams- 1987.
(v) Standarized Data Book Format, Sample Check List and Proforma and Periodical inspection of dams – DSO – Oct. 1988.
(vi) Guidelines and standards on assumptions to be made for potential Gate Malfunction, pre-flood reservoir level, free board and other relationship for routing the flood through the reservoir for process of computing the inflow, outflow and storage- Dec. 1996.
(vii) Hazard classification system for dams- March 1996.
(viii) Guidelines for Development and Implementation of Emergency Action Plan (EAP) for Dams – May 2006."

(i) <u>Hydrology Project</u>

3.23 The Hydrology Project (Phase-I) was implemented with International Development Association (World Bank) assistance of SDR 75.1 million US$ under a credit agreement with the Government of India. The Government of Netherlands provided a grant-in aid of Euro 14.64 million in the form of technical assistance under a bilateral Indo-Dutch agreement. This phase of the project was implemented by nine States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa and Tamil Nadu and six Central agencies.

3.24 Hydrology Project Phase – II has been taken up with the assistance of International Bank for Reconstruction and Development (World Bank). The objective is to extend and promote the sustained and effective use of Hydrological Information System (HIS) by all potential users concerned with water resources planning and management, public and private, thereby contributing to improved productivity and cost-effectiveness of water related investments in 13 States viz. Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Kerala, Maharashtra, Orissa, Tamil Nadu, Goa, Punjab, Puducherry and Himachal Pradesh and 8 central agencies viz. Central Water Commission, Central Ground Water Board, India Meteorological Department, National Institute of Hydrology, Central Water and Power Research Station, Ministry of Water Resources, Central Pollution Control Board, Project Coordination Secretariat (MoWR) and Bhakra Beas Management Board which are participating in this phase of the Project.

Agreement for Hydrology Project Phase-II between International Bank for Reconstruction and Development (World Bank) and Government of India was signed on 19th January, 2006. The project has become effective from 5th April, 2006. The duration of the project would be 6 years and is estimated to cost Rs.631.83 crores supported with a loan of 104.98 million US$ from IBRD. The consultants are to be in place by April-May, 2008.

3.25 The Budgetary allocation (Plan) 2008-2009 for the Hydrology Project is Rs.44.00 crore for using Hydrological Information System (HIS) by Water Resources implementing agencies in 13 States and 8 central agencies. The allocation under this project in the previous financial year was only Rs. 13.60 crore. The Ministry while giving the details for increased allocation during 2008-2009 stated :

> "Under the World Bank assisted Hydrology Project Phase-II, seven central agencies out of the eight are being provided funds through the Ministry of Water Resources. There are six major consultancies costing together Rs.81.4 crore for the entire project period. These consultancies are being procured through international competitive bidding. Out of the six consultancies, three consultancies, namely, Implementation Support Consultancy of Project Coordination Secretariat, Ministry of Water Resources, Decision Support System (Planning) Consultancy of National Institute of Hydrology and Decision Support System (Real Time) Consultancy of Bhakra Beas Management Board are to be in place in the early part of the year 2008-09. Substantial funds will be required during 2008-09 for payment towards the above major consultancy services.
>
> As a result of the consultants being in place during 2008-09, activities related to procurement of computer software, machinery and equipments and execution of civil works will also pick up. To meet the above expenses on account of the consultancy services, goods and works, along with the expenses on salary and various operating costs, the budget during the year 2008-09 has been enhanced to Rs. 44.00 crore".

3.26 In reply to a query of the Committee regarding total expenditure involved in the project, it was informed that as per the approved project, the total expenditure likely to be incurred is Rs.631.83 crore.

3.27 Replying to a query as to the nature of the Hydrology Projects in the States the representative of the Ministry stated during evidence as under :

> "This scheme is being implemented by various State Governments. Most of the State Governments have got Hydrology Directorates under irrigation Departments or Water Resources Departments of the respective State

Governments. The Groundwater Department of the State Government is also implementing the groundwater component of the Hydrology project. So, each State Government has two units. One is for surface water which is being handled by the Hydrology Directorate of the State Government and the other is by the Groundwater Department of the State Government.

In the Central Government, as Secretary has indicated, Central Water Commission and Central Groundwater Board are addressing it from the Ministry of Water Resources side. Apart from that, other agencies which are involved are : India Meteorological Department; Bhakra Beas Management Board; Central Pollution Control Board and Research Stations of the Ministry of Water Resources that is National Institute of Hydrology and Central Water and Power Research Stations."

3.28 Under Hydrology Project II HIS is not being implemented in 16 States due to strategic considerations as a matter of Government policy in Arunachal Pradesh, Assam, Bihar, Haryana, Jammu & Kashmir, Jharkhand, Manipur, Meghalaya, Mizoram, Nagaland, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

3.29 It is stated that implementation of the project will actively start from 2008-2009 and will continue till the year 2012. Asked further as to what specific benefits will accrue after the completion of the project in 2012, the Ministry in their reply stated that the following benefits are expected to accrue from Hydrology Project:

"The following benefits are expected to accrue from Hydrology Project.

a) Improved water resources assessment and management
b) Use of standardized planning and design procedures
c) Improved decision making related to water quality management both surface water and ground water.
d) Improved inter-state data sharing, regulation and coordination
e) Increased awareness of data availability and improved uses of data among all water Users
f) Development of Decision Support Systems is likely to improve in better management of floods and droughts.

3.30 On the performance in the Hydrology Projects, the Secretary stated during evidence as under :-

> "The hydrology project is the World Bank assisted project. Phase I was completed. Phase II of the project is on. Major component of the project is provision of the consultancy services to various institutions. Consultants were supposed to be in place during the current year 2007-08 but because of the procedures and technical qualification, etc. have to be vetted by the World Bank. Because of that, consultants could not be appointed during the current year. Therefore, there was some shortfall. But we will make up in the first quarter of the 2008-09. We would appoint all the consultants. Then, the progress would start. Once the consultants are in place and software would be developed; equipments will be purchased. Then, everything would be in place."

(ii) <u>Development of Water Resources Information System</u>

3.31 The management of water resources is a highly complex task that involves multidisciplinary domains including data acquisition, numerical modeling, optimization, data warehousing, and the analysis of socio-economic, environmental and legal issues. In view of water's vital role in human life, there is a need for better design and optimal use of hydro-systems. In this context, a rational analysis must be based on an approach that considers all related causes and effects and systematically evaluates the various alternatives. The water resources information system plays a vital role in achieving optimal utilization of the resources. The objective of the scheme is to provide support to (a) collection of the hydrological data/information from network of key station, (b) water quality assessment, (c) minor irrigation census for collecting reliable information about minor irrigation in the country, (d) monitoring of major & medium projects and collecting necessary information, and (e) to develop a water resources system and made it fully operational.

3.32 The Budget allocation (Plan) under Development of Water Resources Information System (DWRIS) has been earmarked at Rs.46.00 crore for the year 2008-2009 which is Rs.16.00 crore more as compared to 2007-2008. The reasons for allocating additional amount of Rs. 16.00 crore are as follows :

> "Year 2007-08 being the first year of the XI Plan, a lower allocation was proposed. The allocations in subsequent years have been relatively more keeping in view the work plan. For the year 2008-09, Rs.46.00 crore has been provided in view of the planned activities for the year 2008-09"

3.33 It has been further stated that in addition to continuing works relating to data collection etc. the following specific activities towards creation of information system are planned during the current year :

1. Preparation of sites, purchase and installation of computers and Computer Servers in
   CWC and data sources.
2. Purchase of available digital maps on infrastructure and administrative boundaries
   from other Ministries
3. Creation of database and GIS using available data and maps by outsourcing the job to
   NRSA.

3.34 Out of Rs. 30 crore approved for Development of Water Resources Information System during the year 2007-2008 utilisation was likely to be Rs.20 crore as per RE 2007-2008. When asked as to what measures have been taken by them to improve the utilisation in 2008-2009, in view of reduced allocation at RE stage and under utilization of funds during 2007-2008, the Ministry informed :

> "Due to time taken in preparatory measures during the first year i.e. 2007-08, expenditure on the new components of the scheme namely, 'Databank and Online Information System' and 'Creation of Watershed Maps and Geographical Information System' could not be incurred in 2007-08 leading to revision of RE to an amount of Rs 20.00 crore for 2007-08. The proposal for Plan scheme has since been considered by the Expenditure Finance Committee (EFC) headed by the Secretary, Deptt. of Expenditure, Ministry of Finance in their meeting held on 27.12.2007. The Committee has recommended the scheme for an outlay of Rs.242.3 crore. Funds allocated for the Scheme at BE 2008-09 would be fully utilized".

3.35 Asked to clarify the difference between DWRIS and HIS under Hydrology Projects, the Ministry in a detailed note submitted :

> "The aim of the hydrology project was establishment of HIS (Hydrological Information System). A HIS comprises the physical infrastructure and human resources to collect, process, store and disseminate data on hydrological, geo-hydrological and hydro-meteorological quantity and quality variables. The projects are concerned with improvement of capabilities and strengthening the mechanism for collection of hydrological data through the observation sites of CWC, CGWB and the participating States, and exchange of technical data among the source agencies.

The Databank and Online Information System has a larger perspective of maintaining all water and related information by means of a network system as envisaged in the National Water Policy -2002. The databank also aims at fulfilling the requirement of Section 9A of ISWD Act-1956 by collecting and storing comprehensive information on each river basin including agriculture, land use and related matters. Under WRIS the data to be handled are totally different and consists of spatial and non-spatial datasets. Data on Irrigation potential created and utilized, surface and ground water resources, water projects and their performance, rainfall, land use, cropping pattern, reservoir levels, irrigation efficiency, water quality, command area development, water charges and revenue, financial performance, social and environmental statistics and a number of other items of information as are being compiled by ISO will be stored in the databank. Online information on monitoring activities will be done through the system. Further, the databank will be source for non-spatial data for display on the GIS platform. Various statistics required by the national statistical system will be provided from the databank. Comprehensive irrigation statistics will be maintained by integrating information on irrigation available from different sources including minor irrigation. The data available from Hydrology Project will be integrated appropriately. As such, there is no duplication or overlap of work and objective involved in the two schemes".

3.36 The budget allocation (plan) for Major and Medium Irrigation for the year 2008-09 has been pegged at Rs. 209.90 crore which is Rs. 77.40 crore higher than the allocation in BE 2007-08 of Rs. 132.50 crore which was subsequently reduced to Rs. 105.82 crore at RE stage. The reduction at RE stage was due to delay in finalisation of consultancies for various activities under Hydrology Project and delays in getting necessary inputs for the Water Resource Information System. However, these delays are proposed to be made up in the next year through intensive monitoring of the physical and financial targets for which a mechanism of monthly review has been started. The Committee expect the Ministry to keep a close watch on the achievement of physical and financial targets with an intensive monitoring of monthly reviews so that the allocations provided in the current year are not reduced at the RE stage on account of poor performance. They desire to be apprised of the utilization of funds on this account.

3.37 The Committee are constrained to observe that the number of on-going projects has been steadily increasing ever since the Standing Committee on Water Resources have taken note of the increasing allocations made for

the purpose year after year as observed by them in their First, Third, Fifth and Seventh Reports (14th Lok Sabha) on Demands for Grants. According to the Ministry, there were 471 on-going projects which spilled over from Ninth Plan to Tenth Plan. Out of these, 178 Projects were likely to be completed, however, only 102 projects have been reported as completed. In addition to the projects which spilled over from Ninth to Tenth Plan (369 projects), 300 new projects were proposed to be undertaken during Tenth Plan though only 148 are reported to have been undertaken of which only 1 Medium and 2 ERM Projects were completed during the Tenth Plan and remaining 145 Projects spilled over to Eleventh Plan. The Committee are dismayed to further observe that as per the report of the Working Group on Water Resources for the Eleventh Plan, 300 new projects are proposed to be taken up during the Eleventh Plan. Thus, there is a total spill over of 514 projects from the Ninth Plan to the Eleventh Plan. As the normal gestation period of major projects is considered to be 10 to 15 years while for medium projects the same is taken as 5 to 8 years, it could be safely concluded that the projects taken during a particular plan period would definitely spill over to another plan even in normal course. Given this backdrop, the specious plea of the Ministry that it acts as a facilitator and provides assistance / guidance as and when necessary to the State Governments who plan, execute and maintain the water resources projects, is unacceptable. The Ministry's argument that new Projects are included on the request / requirement of the State Governments does not hold good and points to the failure on the part of the Ministry to guide the States properly on this aspect. The Committee are of the opinion that the Planning Commission and the Ministry of Water Resources should have acted tough keeping in view the overall financial health of majority of the State Governments who are not in a position to raise even the O & M costs in respect of many of the major projects. The Committee, therefore, recommend that the Planning Commission and the Ministry give a careful thought on putting a cap on the number of new projects that could be proposed by the State Governments as in the case of funding of AIBP Projects where the Ministry gives sanction for inclusion of a new project only if one of

the on-going projects has been completed. The Committee would like to be apprised of the measures taken or proposed to be taken on this aspect.

3.38 The Committee are perturbed to note that against a target of 6.5 m.ha. additional irrigation potential only 4.543 m.ha. irrigation potential has been created which amounts to approx. 70% achievement. The shortfall was due to non-allocation of sufficient funds by the State Governments under the State Plan, delay in land acquisition, rehabilitation of displaced persons, etc. Further, about 81% of the created potential through MMI Projects has been assessed to be utilized. With a view to have proper assessment of the reasons for the gap between the creation and utilization of irrigation potential, the Ministry awarded studies through IIMs at Ahmedabad, Bangalore, Kolkata and Lucknow. The IIM, Ahmedabad submitted an interim report and for others the reports are awaited. Furthermore, an ambitious target of creation of 9 m.ha. irrigation potential through MMI has been fixed by the Ministry for the Eleventh Plan. The Committee's examination of the issue revealed a continuous trend of lesser than the targeted creation and further lesser utilization than the actual creation of irrigation potential. The Committee in their earlier Reports have been prodding the Government to make earnest efforts to increase the creation as well as its utilization of potential. The Committee hope that the outcome of the studies being conducted by IIMs across the country would help the Ministry to take appropriate steps to rectify the imbalance in this respect in the Eleventh Plan. They would like to be informed of the findings of the study conducted by various IIMs and action taken thereon by the Ministry by 30 June, 2008.

3.39 The Committee observe that pursuant to their recommendation in the Seventh Report that remote sensing technology be used to bridge the gap between the creation and utilization of irrigation potential, the Government asked the National Remote Sensing Agency (NRSA), Hyderabad, to assess the variations in this regard by using remote sensing technology. NRSA Report reveals large variations in field study and remote sensing technology data in respect of the Teesta Hydel Project in West Bengal. The large variation is attributed to lack of continuity in canals at several places and non-construction of hydraulic structures. The Government of West Bengal has

been asked to clarify the over reporting in this regard. The Committee regret to note that the fragmented portions of the canals / infrastructures created have been considered as potential created whereas it should have been on actual basis. The Committee desire the Ministry to caution the field authorities to desist from over reporting of irrigation potential and warn them of strict action in case of over reporting. The Committee also desire to be informed of the results of NRSA studies in 53 AIBP aided projects.

3.40 The Committee note that the Hydrology Project (Phase-I) was implemented in 9 States with the International Development Association (World Bank) assistance of SDR 75.1 million under a credit agreement with the Government of India. Hydrology Project II has been taken up with the assistance of International Bank for Reconstruction and Development (World Bank) in 13 States and 8 Central Agencies to promote the sustained and effective use of hydrological information system by all potential users concerned with water resources planning and management, contributing to improved productivity and cost effectiveness of water related investments. The Hydrology Project-II is not being implemented in certain States as a matter of Government policy. The budgetary allocation (plan) of Rs. 44 crore has been made for 2008-2009 for the project. There are 6 major consultancies costing a total of Rs. 81.4 crore for the entire project. It is expected that the consultants would be in place during the first quarter of 2008-09 and then activities related to procurement of Computer Software, machinery and equipments and execution of civil works will also pick up. The cost of the project is likely to be Rs. 631.83 crore and implementation of the project will actively start from 2008-2009 and continue till the year 2012. The Committee desire that the consultants be appointed at the earliest to avoid any further delay and the consequent increase in the cost of project. The Committee further desire the Ministry to review the policy for implementing Hydrology project-II in the remaining States also.

3.41 The Committee note that the management of water resources is a highly complex task and involves multi disciplinary domain including data execution, numerical model, optimization, data warehousing and the analysis of socio-economic, environmental and legal issues. Water Resources

Information System plays a vital role in achieving the optimal utilization of water resources. The scheme of Development of Water Resources Information System was launched in the Eleventh Plan (2007-08) with an allocation of Rs. 46 crore during 2008-09. The Expenditure Finance Committee of the Ministry of Finance has recommended an outlay of Rs. 242.3 crore. The Committee observe that the scheme launched at the start of the Eleventh Plan has already been delayed due to non-completion of some components of the scheme in the first year. They, therefore, desire the Ministry to take all necessary steps to increase the pace of activities under the scheme so that updated and more useful data is available for development of water resources in the country.

CHAPTER –IV

MINOR IRRIGATION

Minor Irrigation Schemes are those ground water and surface water schemes which have a culturable command area upto 2000 hectares individually. Surface Water Minor Irrigation Schemes are generally funded from the public sector outlay. The detailed budget allocation for Minor Irrigation during the year 2007-08 and 2008-09 are given as under :

(Rs. in crore)

Name of Scheme	Budget Estimates 2007-08		Revised Estimates 2007-08		Budget Estimates 2008-09	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Minor Irrigation	80.05	55.70	64.44	59.70	116.10	57.70

4.2 The budget allocation for Minor irrigation for the year 2007-08 was earmarked at Rs.80.05 crore. However, at the revised estimated stage it has been reduced to Rs.64.44 crore i.e. Rs. 15.61 crore less allocation. When asked to clarify the reasons for reducing the allocation the Ministry stated that since the procurement of drilling rigs and other anticipated procurements could not materialize, the allocation was reduced at RE stage.

4.3 On the other hand, the budget allocation (plan) for Minor Irrigation Scheme during 2008-09 has been increased to Rs. 116.10 crore which is Rs. 36.05 crore more allocation as compared to previous financial year. The reasons accorded by the Ministry for higher allocation are as follows:

> "The higher allocation is due to provisions made for expenditure likely to be incurred on purchase of deep drilling rigs, implementation of demonstrative artificial recharge studies and construction of piezometers monitoring wells etc. which could not materialise during 2007-08."

4.4 The budget allocation (plan) under Central Ground Water Board during 2007-2008 was NIL as indicated in the Outcome Budget as against actual utilization of Rs. 69.60 crore during 2006-2007. The amount utilized during 2005-2006 was Rs. 71.46 crore. Asked how the working of schemes under CGWB is

likely to be affected due to non-allocation of plan funds under (plan) for CGWB in 2007-2008 and 2008-2009, the Ministry in a written reply submitted :

> "The budget allocation for the schemes being implemented by Central Ground Water Board during 2007-08 and 2008-09 is Rs. 75.50 crores and 109.10 crores respectively as per details given below":

Name of the Scheme	BE 2007-08 (Rs. In crores)	BE 2008-09 (Rs. In crores)
Ground Water Management & Regulation	74.00	107.00
Rajiv Gandhi National Ground Water Training & Research Institute (RGI)	1.50	2.10

> Sufficient allocation has been made for CGWB scheme.

4.5 The Ground Water levels are declining in many parts of the country. Artificial recharge of ground water with rainwater is an important strategy to arrest this trend. The CGWB have already prepared a Master Plan to recharge 36 BCM of rainwater into the ground water at a cost of Rs.24,500 cr. Except for pilot projects in the Eighth and Ninth Plans, no serious effort has been made to implement this on a mission mode. In urban areas, many cities have by-laws making rainwater harvesting compulsory for new buildings. However, in rural areas there is no such programme.

4.6 Asked as to what are the Schemes under which artificial recharge and rain water harvesting will be implemented to recharge the ground water and if these Schemes are being implemented in rural areas, if not implemented in rural areas by when it is proposed to be done, the Ministry in a written reply informed :

> "During the XI Plan, the following schemes are being implemented by the Union Government:-
>
> Scheme on "Artificial Recharge of Ground Water through Dugwells in Hard Rock Areas" for augmenting the ground water resources in 1155 Over-exploited/Critical/Semi-Critical areas in 7 States namely Andhra Pradesh, Maharashtra, Karnataka, Rajasthan, Tamil Nadu, Gujarat & Madhya Pradesh to provide sustainability to dug wells.
>
> Central Ground Water Board is implementing demonstrative artificial recharge studies in 8 identified areas in the States of Andhra Pradesh, Karnataka, Madhya Pradesh and Tamil Nadu during the year 2006-2008.

The scheme on Recharge through dugwells is being implemented in Rural areas and demonstrative recharge studies are being undertaken both in rural and urban areas.

The State/UT Governments are also implementing artificial recharge and rain water harvesting schemes in their respective States/UTs. As per information available, 18 States and 4 UTs have already made roof top rain water harvesting mandatory in their respective States/UTs".

4.7 As regards works completed under the Scheme during the first year of the Eleventh Plan, the Committee was informed as under :

"Under the ongoing demonstrative scheme of Artificial recharge in the States of Andhra Pradesh, Karnataka, Madhya Pradesh and Tamil Nadu, out of targeted 200 recharge structures, 162 structures have been constructed so far. Such structures include percolation tanks, check dams, subsurface dykes, desilting of ponds. The impact assessment studies will be undertaken after completion of the recharge structures".

4.8 The Finance Minister in his Budget Speech during 2007-08 proposed a Scheme to Recharge Ground Water through 'Dug Wells' in 1,065 over exploited or critical blocks covering 100 districts and 7 States, costing about Rs. 4,000 per 'dug well'. For the purpose it was proposed to provide 100% subsidy to small and marginal farmers and 50% to other farmers. The Committee was informed that the scheme on "Artificial Recharge to Ground Water through Dug Wells" has been launched by the Ministry. When asked to clarify how many 'dug wells' have been constructed for the purpose during 2007-08, the Ministry provided the details as given below :

"New dug wells are not proposed to be constructed under the scheme. The scheme of recharge is being implemented through 4.455 millions existing irrigation dug wells owned by farmers in seven States viz. Andhra Pradesh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan and Tamil Nadu. The State wise details of dug wells to be covered under the schemes are :

S.No.	State	No. of dugwells
1.	Andhra Pradesh	737436
2.	Gujarat	558536
3.	Karnataka	154493

4.	Madhya Pradesh	360088
5.	Maharashtra	328322
6.	Rajasthan	1065051
7.	Tamil Nadu	1250730
	Total	4454656

Implementation of the scheme will help in augmentation of ground water resources which in turn will improve ground water situation in the affected areas. Studies to assess impact of recharge structures will be carried out concurrently with the implementation of the scheme."

4.9 As regards present status of implementation of the Scheme, the Ministry stated that guidelines for implementation of the scheme have been circulated to concerned State Governments. The States have nominated nodal departments and also constituted Committees at State and District levels for implementation of the Scheme. Process of selection of beneficiaries has started.

4.10 In reply to a query regarding details of Guidelines and criteria fixed for selection of beneficiaries under the Scheme of artificial recharge of ground water through 'Dug Wells' the Ministry in a post evidence reply stated as follows :

"Artificial recharge of Ground Water through dug wells is a State Sector Scheme to be implemented in a time span of three years commencing from 2007-08 at an estimated cost of Rs. 1798.71 crore. The scheme is being implemented in identified ground water stressed areas in the States of Andhra Pradesh Gujarat, Karnataka, Madhya Pradesh, Rajasthan, Maharashtra & Tamil Nadu by the respective State Governments in association with Panchayti Raj Institutions (PRIs), CGWB, NABARD, NGOs etc. The funding of the scheme is being made by Ministry of Finance through NABARD. The Ministry of Water Resources is the Nodal Ministry for the scheme at the Central Government level.

For implementation of the scheme, the State Governments have to identify a Nodal Department and to constitute State Level Steering Committee (SLSC) under the Chairmanship of Chief Secretary with Secretary (Water Resources/Irrigation/Ground Water) as Member-Secretary and District Level Implementation and Monitoring Committee (DLIMC) under the Chairmanship of District Collector. The technical support for the scheme is to be provided by Regional Offices of CGWB, State Ground Water Board (SGWB), Water and Land Management Institutes (WALMI) etc.

The earmarked funds are held in an escrow account by NABARD and are to be disbursed through a mechanism of directly crediting the subsidy to the beneficiaries savings bank account through different Commercial

banks/ RRBs / Cooperative banks, etc., where the beneficiaries may be having Account.

All farmers having an existing irrigation open well in the identified ground water stressed areas in the States of Andhra Pradesh, Gujarat, Karnataka, Madhya Pradesh, Rajasthan, Maharashtra & Tamil Nadu are covered under the scheme."

4.11 The budgetary allocation for Minor Irrigation for 2008-09 has been increased to Rs. 116.10 crore which is Rs. 36.05 crore more allocation as compared to the previous year. The higher allocation is provided for the expenditure likely to be incurred on purchase of deep drilling rigs, implementation of demonstrative artificial recharge structures, construction of piezometers monitoring wells, etc. which could not materialize during 2007-2008. The Committee regret to note further that if the works planned for previous years could have been completed in the scheduled time frame, no need would have arisen in the first instance for reduction of allocation at RE stage in 2007-08. Also, the enhanced allocation in the current Financial Year could have been better utilized for some new works. The Committee, therefore, desire the Ministry to take necessary steps to avoid such delays in execution of scheduled works which not only result in cost escalation but also delay the benefits accruing from the scheme.

4.12 A scheme was announced in the Budget Speech during 2007-08 for recharging ground water through 'Dug Wells' in 1,065 over exploited or critical blocks covering 100 districts and 7 States with a cost of about Rs.4,000 per 'Dug Well'. A subsidy of 100% to small and marginal farmers and 50% to others was proposed. No new 'Dug Wells' are proposed to be constructed, however, the scheme is being implemented through 4.455 million existing irrigation 'Dug Wells' owned by farmers. The Guidelines for implementation of the scheme have been circulated to the concerned State Governments. The capacity building / mass awareness is proposed to be carried throughout 2008-09. The process of selection of beneficiaries has started. The Committee expect that on selection of beneficiaries after issue of Guidelines some constructive work would be taken up and the benefits from the recharged

‘Dug Wells’ would begin to accrue. They would like to be apprised of the progress made in this regard at periodic intervals.

CHAPTER - V

FLOOD CONTROL

The Schemes covered under the Flood Control are Flood Forecasting, River Management Activities and Works related to Border Areas, and Infrastructure Development. The total Budget allocation for Flood Control are given below :

(Rs. in crore)

Name of Scheme	Year	Plan	Non-Plan	Total
Flood Control	**2007-2008 (BE)**	**66.45**	**39.24**	**105.69**
	2007-2008 (RE)	**67.09**	**40.92**	**108.01**
	2008-2009 (BE)	**211.00**	**40.40**	**251.40**

5.2 The Plan allocation for Flood Control in the Budget for the year 2007-2008 was earmarked at Rs. 66.45 crores. However, it was increased to Rs. 67.09 crore at RE stage and to Rs. 211.40 crore for the year 2008-09. Out of Rs.211 crore, the total outlay for River Management Activities for 2008-09 is proposed at Rs. 160 crore as against Rs. 46 crore in 2007-08. When asked for the reasons therefor, the Ministry in a written reply stated :

> "The increase in the plan allocation for flood control in RE of 2007-08 is mainly on account of works entrusted to Brahmaputra Board, particularly with respect to protection of Majuli Island. The increase in plan allocation for 2008-09 is mainly on account of (i) the increased activities of Majuli Island, Dholla-Hattighuli, etc entrusted to Brahmaputra Board (ii) Drainage Development works undertaken by Brahmaputra Board and (iii) proposed bank protection works along common border rivers with Bangladesh and Pakistan."

5.3 In view of the fact that Rs. 160 crore has been allocated to 'River Management Activities and works in Border areas for 2008-2009, the Committee desired to know the reasons for the substantial increase in fund allocation, the Ministry in a written reply submitted :

> "Under 'River Management Activities and Works related to Border Areas' scheme, Brahmaputra Board has planned to complete the river training and

flood protection works of over Rs. 70 crore during the year 2008-09. The investigation works of Sapta Kosi High Dam and Pancheshwar Multi-purpose Project are also likely to get a flip after the Constituent Assembly Election in Nepal, scheduled in April, 2008. Besides the above, bank protection and anti erosion works are likely to start on common border rivers with Bangladesh during 2008-09 along West Bengal and Tripura border for which, a provision of Rs. 40 crore has been made to provide grant-in-aid to the respective States."

5.4 The specific component wise allocation of Rs. 160 crore allocated for River Management activities and work related to border areas are as under :

	Component-wise Break up	**Amount (in Cr.)**
MH: 2711	(1) Ganga Flood Control Commission, Patna	**3.28**
	(2) Joint Hydrological Observations with neighbouring countries	**1.95**
	(3) Investigation of Pancheshwar Multipurpose Project	**2.19**
	(4) Survey & Investigation of Kosi High Dam	**17.58**
	Sub Total	**25.00**
MH:3601	Grant-in-aid to States (River Management works on border rivers with Nepal, Bangladesh & Pakistan)	**43.00**
MH:2552	(1) Brahmaputra Board - Establishment Cost	**18.00**
	(2) Major Works to be executed by Brahmaputra Board.	
	i) Protection of Majuli Island from flood and erosion	**46.00**
	ii) Avulsion of Brahmaputra at Dhola Hatighuli	**14.00**
	iii) Drainage Development Schemes – Amjur, Singla and East of Barpeta Drainage Schemes	**10.00**
	iv) Execution of other flood management schemes & Misc. Works	**4.00**
	Sub Total	**92.00**
	Grand Total	**160.00**

5.5 When asked the details of Schemes implemented for flood control elsewhere all over the country, the Ministry informed that a state sector scheme namely, "Flood Management Programme" amounting to Rs.8,000 crore has also been approved by the Cabinet in its meeting held on 02.11.2007 to provide central assistance to the State Governments during XI plan period (2007-2012). It would

cover the proposals for river management, flood control, anti-erosion works, drainage development, flood proofing, restoration of damaged flood management works, etc. in the critical reaches from flood prone states. The inter-se priority of the works would, however, be decided by an Empowered Committee headed by Secretary (Expenditure), Ministry of Finance depending upon the critical/emergent situation and the availability of annual budget/ plan outlay.

5.6 Giving the details of assessment procedure for the success or failure of each scheme under Flood Control in the country, the Ministry stated that in order to assess the success of Flood Control schemes, the Ministry of Water Resources has entrusted Performance Evaluation Studies of flood sector schemes to "Indian Institute of Public Administration (IIPA), New Delhi" at a total cost of Rs. 27.03 lakh. In this regard, an MOU has been signed between IIPA, New Delhi and MOWR in November, 2007. The evaluation study has been started by IIPA and study report is expected by July, 2008.

5.7 The outlay on Flood Forecasting for the year 2008-09 has been increased to Rs. 23.00 crore from Rs. 16.00 crore in BE 2007-08 under the head Flood Control. When asked to give the reasons therefor and the details of the works/ schemes covered in the above Scheme, the Ministry stated that :

> "Under the Flood Forecasting scheme, modernisation of the data collection and transmission system has been undertaken by installing self-recording rain gauges, automatic water level recorders and satellite based communication system. Procurement of the above equipment has been planned in the financial year (2008-09) with the enhanced outlay."

5.8 The Committee was informed that a proposal for restructuring of the Brahmaputra Board has been under consideration of the Government for quite some time. When asked when the question of restructuring of the Brahmaputra Board would be decided, the Secretary during evidence stated :

> "This requires an amendment in the Brahmaputra Board Act. We have formulated the draft amendment and sent to the Law Ministry for vetting. They have raised certain issues. We will resolve them and get it vetted by the Law Ministry soon."

5.9 The Committee observe that Flood Forecasting, River Management Activities and works related to Border Areas, and Infrastructure Development are some of the schemes covered under the Flood Control. The

plan allocation for flood control sector was Rs. 66.45 crore and Rs. 67.09 crore at BE & RE 2007-08. Rs. 211 crore have been provided for the year 2008-09. The outlay for River Management activities for 2008-09 has been proposed at Rs. 160 crore as against Rs. 46 crore in 2007-08. The increase in plan allocation for 2008-09 is on account of (i) the increase in activities of Majuli Island, Dholla-Hattighuli entrusted to Brahmaputra Board; (ii) drainage development works of Brahmaputra Board; and (iii) proposed bank protection works along border rivers with Bangladesh and Pakistan. The increased amounts will be utilized for modernization of data collection and transmission systems undertaken by installing self-recording rain gauges, automatic water level recorders and satellite based communication system. The Committee further observe that floods create havoc every year in almost all parts of the country and they are of the opinion that if works materialize as planned than to some extent the after effects of the flood could be minimized. The Committee, therefore, desire the Ministry to ensure that all works planned during the current financial year are completed and allocations are utilized fully. An allocation of Rs. 46.00 crore has been made for protection of Majuli Island from out of Rs. 160 crore provided for River Management Works. The Committee feel that this would boost the pace of work of protection of Majuli Island undertaken by Brahmaputra Board as there is an alarming decrease in area of island due to erosion by floods. They would like to be informed of the progress as well as efficacy of the works undertaken for protection of Majuli Island by Brahmaputra Board.

5.10 The Committee note that to assess the success of Flood Control schemes, the Ministry has entrusted Performance Evaluation Studies of Flood Sector Schemes to 'Indian Institute of Public Administration' at a cost of Rs. 27.03 lakh. The Study Report is expected by July 2008. The Committee would like to be informed of the findings of the report and action taken by the Ministry thereon. They are, however, constrained to note that a proposal for restructuring of the Brahmaputra Board has been under consideration of the Ministry for quite a long time now. The Secretary, Water Resources informed during evidence that restructuring of the Brahmaputra Board requires an amendment to the Brahmaputra Board Act. The draft

amendments are with the Ministry of Law for vetting and resolution of certain issues. The Committee, therefore, desire the Ministry to resolve the issues involved in the amendments without further loss of time and introduce the amending Bill in Parliament at the earliest.

CHAPTER-VI

FARAKKA BARRAGE PROJECT

The Farakka Barrage Project was started in 1962 at an estimated cost of Rs. 68.59 crore to prevent silting of Kolkata Port by improving the flow and navigability of the Bhagirathi-Hugli River System by regulating upstream flow of Ganga into the Bhagirathi-Hugli System. The main objective of the Farakka Barrage Project is "operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of barrage".

6.2 The following are the details of Plan outlay and actuals for the Tenth Plan for Farakka Barrage Project:-

(Rs. in crore)

Xth Plan Outlay	Actual 2002-03	Actual 2003-04	Actual 2004-05	Actual 2005-06	Actual 2006-07
140.00	**23.69**	**24.43**	**31.73**	**29.59**	**24.58**

6.3 The allocation for Farakka Barrage Project during 2007-2008 and 2008-2009 is as follows :

(Rs. in crore)

Budget Estimates 2007-08	Revised Estimates 2007-08	Budget Estimates 2008-09
33.00	**37.99**	**75.00**

6.4 The reasons for huge increase in plan allocation accorded by the Ministry is that an additional allocation of Rs 42 crores has been made for anti-erosion measures in the extended jurisdiction of Farakka Barrage Project envisaged in the year 2008-09. When asked to what extent the allocation made would enable the Ministry to complete all projects/schemes within a scheduled time-frame in the FBP, the Ministry in a written reply stated :

> "With the allocation made during the year 2008-09, anti-erosion works in the critical reaches along the river Ganga-Padma main stem have been planned to complete them before the onset of monsoon-2008. The Farakka Barrage Project Authority has already initiated the tender process to award these works in time".

6.5 When asked to what specific works are to be undertaken during 2008-2009, the Committee was informed as under :

> "Besides maintenance and repairs of the Barrage, Gates, Feeder canal, etc that would be undertaken as per the actual requirement, the anti-erosion works at Manikchak ghat, Birnagar area in district Malda and near the village Ramrampur, Duliyan, etc in the downstream of the Barrage in district Murshidabad have been planned at an estimated cost of over Rs. 50 crores during the year 2008-09".

6.6 Asked if the works are being completed as per the Scheme, the measures are being taken by the Ministry to complete the project at the earliest, the Ministry informed as under :-

> "Besides the regular operation and maintenance of Barrage, Feeder Canal and its associated civil works required for the safety of the Barrage and anti-erosion measures in the extended jurisdiction are being undertaken as per the requirement. A Technical Advisory Committee under Member (Designs & Research), CWC visits all such critical sites every year after monsoon and decides the priority of works based upon the critical situation. These works are then undertaken and completed every year before the onset of monsoon.
>
> The anti-erosion works in the extended jurisdiction of the Project (from Rajmahal to Jalangi) were started in 2005-06 and since then, the works costing over Rs. 90 crores have been completed".

6.7 Asked further to elaborate on the anti-erosion works being under taken for the safety of the Farakka Barrage Project, the Ministry in a note submitted that the anti-erosion measures in a combination of revetment of banks along with launching apron being carried out under the technical guidance of Central Water Commission, have been able to arrest the bank erosion successfully at Panchanandpur village in district Malda (West Bengal).

6.8 The Committee note that the Farakka Barrage Project was started in 1962 with the objective of the operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of the Barrage. Farakka Barrage Project was allocated Rs. 75 crore during 2008-2009 as against Rs. 33 crore in the previous year. Additional allocation of Rs. 42 crore was intended for anti-erosion measures in the extended jurisdiction of the Farakka Barrage Project along the river Ganga-Padma main stem for

completion before the onset of Monsoon 2008. It is heartening to note that the anti-erosion measures in a combination of revetment of banks along the launching apron being carried out under the technical guidance of CWC have been able to arrest the bank erosion successfully at Panchanandpur village in district Malda. The Committee appreciates the work completed under the project. They desire the Ministry to inform them of the progress of the anti-erosion measures undertaken in the extended jurisdiction of the project.

CHAPTER-VII

ACCELERATED IRRIGATION BENEFITS PROGRAMME (AIBP)

Accelerated Irrigation Benefits Programme (AIBP) was conceived in 1996 to provide financial assistance to the States to complete various ongoing projects in the country so that the envisaged irrigation potential of the projects could be created urgently. Since its formulation, the scope and coverage of the programme has been widened and liberalized over the time.

7.2 Under Accelerated Irrigation Benefits Programme (AIBP), financial assistance is extended to the States for creation of irrigation potential by completion of identified ongoing irrigation projects. As per the present pattern of assistance under the AIBP, the Central Government provide grant to the irrigation projects as an incentive to the States for creating irrigation infrastructure in the country.

7.3 The Finance Minister in his Budget Speech has proposed to extend more budgetary support for irrigation projects under AIBP by enhancing allocation of 2008-2009 to the tune of Rs. 20,000 crore an increase of Rs. 9,000 crore (43%) from Rs. 11,000 crore in 2007-08. AIBP has been revamped to complete more irrigation projects in the quickest possible time. 24 major and medium and 753 minor irrigation projects are likely to be completed in 2007-2008 creating 5,00,000 ha. addition irrigation potential.

7.4 Explaining the measures contemplated to effectively utilise the additional funds allocated, the Ministry stated that out of Rs. 20000 crore, Rs.5550 crore has been allocated as grant for AIBP and other water resources schemes under State sector. The Planning Commission has communicated that allocation made for Central Grant under AIBP for the year 2008-09 is Rs.4300 Crore only. Adequate proposals are in the pipeline to utilize the additional allocation.

7.5 When asked if the funds allocated would be sufficient for sprucing up the process of implementation of various on-going projects for irrigation under AIBP in the country, the Committee was informed that based on the assessment of proposals from the State Governments, Ministry has projected a grant requirement

of Rs.10200 crore for the year 2008-09 to the Planning Commission and this will be further pursued with them.

7.6 On the question of the ability of the States to raise the balance of loan portion of Rs.20,000 crore envisaged for the current financial year and the position in this regard for the year 2007-2008 as on date, the Ministry in a note submitted :

> "It has been seen that States are able to provide the balance fund to the AIBP assisted projects. AIBP releases are made on the basis of budget provision of the States for central grant under AIBP and the state share. For the year 2007-08, State Governments have submitted utilization certificates for AIBP grants together with the State share for projects. It is envisaged that there would not be any problem for raising the balance fund during the year 2008-09".

7.7 It has been further stated that to help the States in this regard i.e. the State Government to raise the resources for irrigation projects, it is proposed to set up Irrigation & Water Resources Finance Corporation by the Central Government.

7.8 When asked as to why the overall allocation has been increased by Rs. 9,000 crore in 2008-2009, the Ministry in a note stated that the allocation for Central grant under AIBP at BE level for the year 2007-08 and 2008-09 are Rs.3080 crore and Rs.4300 crore respectively. The increase in the allocation has been made to meet the requirements of grants of the AIBP projects for the year 2008-2009. In reply to another query, it was stated that AIBP allocation of Rs. 2,302 crore have been fully utilized during 2006-2007.

7.9 During 2008-09 it is expected that about 15 projects of the PM Package and 20 other projects would be included in AIBP. The Budgetary (Plan) allocation for AIBP and other Water Resources Programme for 2007-2008 was Rs. 3,580 crore which has been increased to Rs. 5,550 crore during 2008-2009. When asked the reasons for the increase in grant, the Ministry in a note stated :

> "The allocation of Rs.5550 crore during BE 2008-09 for the various State sector schemes have been made for meeting the increased requirements for various identified activities under schemes (a). Accelerated Irrigation Benefits Programme, (b). Flood Management, (c). Command Area Development & Water Management, (d). Repair, Renovation & Restoration of Water Bodies and (e). Dam Rehabilitation and Improvement Project."

7.10 The Ministry of Water Resources included 23 new projects in AIBP during 2007-08 and have recommended to the Ministry of Finance for release of funds. The State-wise details of these projects are given below :

(Rs. in Crore)

Sl. No.	State	Name of the project/scheme	CA recommended for release
1	Jammu & Kashmir	KANDI CANAL	9.68
2	Jammu & Kashmir	PARAKCHIK KHOWAS	4.05
3	Maharashtra	TARALI	25.156
4	Maharashtra	DHOM BALAKWADI	17.222
5	Maharashtra	ARJUNA	1.575
6	Maharashtra	MORNA GUREGHAR	2.619
7	Maharashtra	Uttarmand	1.3163
8	Maharashtra	SANGOLA BRANCH	11.2995
9	Maharashtra	PENTAKLI	9.4689
10	Maharashtra	PRAKASHA	24.4771
11	Maharashtra	SULWADE	34.2042
12	Maharashtra	SARANGKHEDA	26.3744
13	Andhra Pradesh	MUSURIMILLI	62.954
14	Andhra Pradesh	RAJIV BHIMA LIS	503.01
15	Bihar	PUNPUN BARRAGE	11.25
16	Madhya Pradesh	PENCH DIVERSION	3.303
17	Madhya Pradesh	BARGI DIVERSION PH.III	9.00
18	Madhya Pradesh	OMKARESHWAR PH.II	40.27
19	Madhya Pradesh	BARGI DIV. PH.III	14.634
20	Madhya Pradesh	OMKARESHWAR PH.III	40.095
21	Madhya Pradesh	INDIRA SAGAR PH.III	61.228
22	Chhattisgarh	HASDEO BANGO	49.18
23	Karnataka	VARAHI	22.05
		Total	**Rs. 984.4164**

7.11 When asked why a few States managed to corner the lion's-share of the 23 additional Schemes under AIBP and others were left out, the Ministry stated :

> "As per the AIBP guidelines in force, new schemes under AIBP are taken up in a State only on completion of an ongoing scheme except for projects in PM package, projects benefiting drought prone/Tribal area and projects in the States having irrigation development below National average. The new projects have been recommended in accordance with the above guidelines only. The projects are included in AIBP on the basis of proposals submitted by the State Governments with adequate budget

provision for works kept by the State Government during the year. The states which are left out have not submitted proposals for funding under AIBP. The AIBP guidelines in force have been circulated to all the States and were also kept on the website of this Ministry for information of all the concerned".

7.12 As regard the release of funds allocated in BE 2007-08, the Committee was informed that so far a sum of Rs. 3,469.20 crore out of Rs. 3,580 crore has been released as grant under various State Sector Schemes. The State wise details are at **Appendix-V.**

7.13 When asked the criteria for grant of Central Grant to different States, the Ministry stated as follows :

"Central grant under AIBP as approved by the Union Cabinet is released as per details given below:

i). 90% grant to major and medium projects and surface water minor irrigation schemes of
the special category States and KBK districts of Orissa.
ii). 90% grant to surface water minor irrigation schemes of non-special category states
benefiting drought prone/tribal areas.
iii). Up to 90% grant to major/medium projects benefiting drought prone/tribal/flood prone
area of non special category States depending upon extent of such areas benefited from
project and included in AIBP.
iv). 25% grant to major and medium projects of non special category States of other than
above criteria.

The state wise ceiling for the AIBP grant is determined by the Planning Commission based on the Plan discussions with the State Governments."

7.14 As regards special Status for grant of 90% assistance, the Ministry informed that status of special category States is decided by the Planning Commission. There is no proposal with this Ministry to accord special category State's status to new States. However, since 2006-07, 90% grant is being provided to the projects of non special category States which benefit drought prone/tribal area. 90% grant is applicable to the projects on pro-rata basis depending upon the percentage of drought prone and tribal area covered under the project.

7.15 It was also informed that the States of Punjab and Madhya Pradesh have sought 90% grant for some projects as is applicable in case of special category States. The States of Andhra Pradesh, Karnataka, Kerala and Maharashtra have demanded 90% grant to all the projects included in PM package irrespective of whether the projects benefits drought prone/tribal area or not."

7.16 When enquired the grounds on which these States have made such demands and the response of the Government thereto, the Ministry stated :

> "The State of Punjab has demanded 90% funding for the inter-state Shahnahar project as the project is benefiting Himachal Pradesh which is a special category State. The State of Madhya Pradesh has demanded 90% grant to Bargi diversion project stating that the project benefits DPAP area. The States of Andhra Pradesh, Karnataka, Maharashtra and Kerala have demanded 90% grant to all the projects of the PM package stating that these projects are in agrarian distress districts.
>
> As per AIBP guidelines, the project proposals with higher demand for grant which benefits drought prone/Tribal area are sent to Planning Commission for confirmation of drought prone/Tribal area and further action is taken as per recommendations of the Planning Commission. Issue raised by the Government of Punjab is being looked into by the Planning Commission.
>
> The Bargi diversion project Phase II and Phase III of Madhya Pradesh were recommended by the Central Water Commission for normal central assistance as these components of the project do not benefit drought prone/tribal areas. PM package projects are also sent to the Planning Commission for confirmation of project area eligible for 90% funding."

7.17 The State-wise list of the Projects included in PM package is given in **Appendix-VI** and the names of the project included in AIBP so far is given in **Appendix-VII.** Asked to give details of the criteria for inclusion of these projects in PM package, the Ministry informed that all the major & medium irrigation projects in the 31 agrarian distressed districts as reported by the respective State Governments to the Ministry of Agriculture have been included in the PM package.

7.18 Evaluation Studies of all AIBP projects had been taken up by the Ministry of Statistics and Programme Implementation during 2004-05. The draft Report was submitted during December, 2006 which was under examination of the Ministry of Water Resources. The Committee in their Seventh Report had

recommended the Ministry to expeditiously process the Review Report. The Ministry in the further action taken notes submitted their comments on the findings of the final study report submitted in July, 2007. The issues raised in the study report highlighted the practical problems faced by authorities during the implementation stage which includes delay in release of funds to the projects authorities, delay in land acquisition and forest clearance, better contract management, rehabilitation of displaced people, etc.

7.19 Asked as to what was the response of Ministry to resolution of the issues highlighted in the study in association with the State Governments, the Ministry stated that the Central Water Commission has already been asked to take up the matter immediately and the Ministry of Water Resources is monitoring the corrective action being taken by the State Governments under guidance of the CWC.

7.20 Asked further what time limit has been fixed by the Ministry for clearance of project after the submission of relevant documents by each of the project clearance authority, the Ministry in a note stated :

> "The guidelines for submission, appraisal & clearance of Irrigation & Multipurpose Project 2002 provides for appraisal and clearance of the projects by Central Water Commission within a period of six months for the States where there is a Central Design organization. The time period stipulated for the appraisal and clearance of the projects for the States where there is no Central Design Organization is of one year. There is generally no delay in project clearance if the proposals are complete and the State Governments comply with the observations of the Central Appraising Agencies promptly. During 2007-08, a record number of project proposals have been cleared by the Ministry of Water Resources by persistent persuasion with State Governments."

7.21 The Committee note that the Accelerated Irrigation Benefit Programme was conceived in 1996 to provide financial assistance to the States as grant for the irrigation projects and as an incentive to the States for creating irrigation infrastructure in the country. The Finance Minister has enhanced the allocation under AIBP for 2008-09 to Rs. 20,000 crore, i.e. 43% increase from 2007-08. AIBP has been revamped to complete more irrigation projects in the shortest possible time, 24 Major and Medium and 753 Minor Irrigation Projects are likely to be completed in 2007-08 creating 5 lakh hectare additional irrigation potential. Based on the assessment of the proposals from the State Governments, Ministry of Water Resources has projected a grant requirement of Rs. 10,200 crore for the year 2008-09 to the Planning Commission against which Rs. 4,300 crore has been provided for AIBP for 2008-09. The Ministry would approach the Planning Commission for additional allocation at Revised Estimate stage. The Committee expect the Ministry also to pursue the State Governments to come forward with matching share of the funds which would enable them to mobilize the allocation of Rs. 10,200 crore projected earlier. The Committee, at the same time desire the Ministry to ensure that the funds allocated are released in time and are fully utilized by the States.

7.22 The Committee observe that 23 new projects have been recommended by the Ministry of Water Resources to the Ministry of Finance for release of funds in 2007-08. A perusal of the list of 23 projects reveals that only a few States have cornered the major portion of the Central assistance. While the Committee are happy to note that few States are taking initiative and submitting good proposals for getting Central Assistance under AIBP, many others have not been able to take advantage of the vast sums being provided as Central Assistance year after year. They, however, desire the Ministry to encourage and assist other States to come forward with the viable proposals for more equitable share of funds among the States for AIBP so that the benefit of completed irrigation projects is available to the farming community evenly all over the country.

7.23 The Committee further observe that some States have been conferred special category status for availing Central grants up to 90%. Major / Medium Projects and Surface Water Minor Irrigation Schemes of non special category States benefiting drought prone / tribal areas are also given up to 90% grant. Furthermore, Government propose to provide 90% of project cost as grant for projects identified as 'National Projects.' The Committee, during the course of many of their on-the-spot Study Visits have also come across suggestions from States for consideration of their cases for 90% grant. However, the Ministry have no proposal to accord special category status to the new States. The Committee desire that in view of the demand of various States for grant of special category status, the Ministry of Water Resources / Planning Commission need to review the policy for recognition of States under the special category in respect of AIBP Projects. They would like to be informed of the action taken in the matter.

7.24 The Committee note that evaluation studies of AIBP Projects had been taken up by the Ministry of Statistics and Programme Implementation during 2004-05. The final report of the Study was submitted in July 2007. The Ministry of Water Resources has examined / studied the report and corrective action is being taken through CWC to resolve the problems identified by taking up the matter the with State Governments. The Committee find that the issues highlighted in the Report are very common and confronted by the implementing authorities at the field level on almost all projects at the implementation stage. They have also come across these issues during many of their field visits and informal discussions with the implementing authorities in States. The Committee recommend the Ministry to take up these issues with the State Governments and devise a solution to the problems as they consider these to be the causative factors for tardy implementation and resultant spilling over of projects from plan to plan. They desire to be informed of the action taken in the matter.

NEW DELHI; **R.SAMBASIVA RAO,**
16 April, 2008 ***Chairman,***
27 Chaitra, 1930(Saka) ***Standing Committee on Water Resources***

Appendix-I
(Para No.2.4)

Sector-wise allocation for different activities /programmes (2008-09)

(Rupees in crore)

Sl No.	Sector/ Organisation /Scheme	Actuals 2006-07		BE 2007-08		RE 2007-08		BE 2008-09		Total
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
I	**Secretariat-Economic Services**	**1.69**	**19.73**	**0.00**	**20.76**	**0.00**	**22.20**	**0.00**	**22.53**	**22.53**
II	**Major & Medium Irrigation**									
1.	Central Water Commission	20.05	81.07	2.00	84.52	1.80	85.44	2.30	85.68	87.98
2.	Central Soil and Materials Research Station	6.51	4.27	0.00	4.95	0.00	4.90	0.00	4.85	4.85
3.	Central Water & Power Research Station	2.12	22.81	0.00	22.60	0.00	24.31	0.00	23.50	23.50
4.	National Water Development Agency	18.77	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	National Institute of Hydrology	3.38	4.68	0.00	4.95	0.00	5.18	0.00	5.20	5.20
6.	Research and Development Programme	5.79	0.00	30.00	0.00	34.20	0.00	60.00	0.00	60.00
7.	National Projects Construction Corporation Limited	0.00	15.80	0.00	0.00	0.00	0.00	0.00	0.00	0.00
8.	Sutlej Yamuna Link Canal Project	0.00	0.00	0.00	25.00	0.00	15.00	0.00	25.00	25.00
9.	Boards & Committees	0.00	0.89	0.00	3.45	0.00	2.53	0.00	3.87	3.87
10.	Development of Water Resources Information System	0.00	0.00	30.00	0.00	20.00	0.00	46.00	0.00	46.00
11.	Hydrology Project	0.00	0.00	33.00	0.00	13.60	0.00	44.00	0.00	44.00
12.	Investigation of Water Resources Development	0.00	0.00	30.00	0.00	27.30	0.00	37.00	0.00	37.00

Sl No.	Sector/ Organisation /Scheme	Actuals 2006-07		BE 2007-08		RE 2007-08		BE 2008-09		Total
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
	Schemes									
13.	Information, Education and Communication	0.00	0.00	2.00	0.00	5.17	0.00	13.00	0.00	13.00
14.	River Basin Organization/ Authority	0.00	0.00	0.50	0.00	0.10	0.00	1.00	0.00	1.00
15.	Dam Safety Studies and Planning	0.00	0.00	1.00	0.00	0.30	0.00	1.60	0.00	1.60
16.	Infrastructure Development	0.00	0.00	4.00	0.00	3.35	0.00	5.00	0.00	5.00
	Total: Major & Medium Irrigation	**56.62**	**129.52**	**132.50**	**145.47**	**105.82**	**137.36**	**209.90**	**148.10**	**358.00**
III	**Minor Irrigation**									
1.	Central Ground Water Board	69.60	55.46	0.00	55.70	0.00	59.70	0.00	57.70	57.70
2.	Rajiv Gandhi NGWTRI	0.61	0.00	1.50	0.00	0.83	0.00	2.10	0.00	2.10
3.	Surface Water Schemes	8.64	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
4.	R. & D. Programme##	0.49	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	Ground Water Management and Regulation	0.00	0.00	74.00	0.00	63.20	0.00	107.00	0.00	95.00
6.	Infrastructure Development	0.00	0.00	4.55	0.00	1.41	0.00	7.00	0.00	7.00
	Total : Minor Irrigation	**79.33**	**55.46**	**80.05**	**55.70**	**64.44**	**59.70**	**116.10**	**57.70**	**161.80**
IV.	**Command Area Development**									
1.	Command Area Development Programme	189.96	0.00	300.00	0.00	285.66	0.00	0.00	0.00	0.00
2.	R. & D. Programme##	1.63	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Total: Command Area Development	**191.60**	**0.00**	**300.00**	**0.00**	**285.66**	**0.00**	**0.00**	**0.00**	**0.00**
V.	**Flood Control**									
1.	Central Water Commission	21.33	36.92	0.00	36.24	0.00	37.92	0.00	37.40	37.40
2.	Ganga Flood	2.46	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

Sl No.	Sector/ Organisation /Scheme	Actuals 2006-07		BE 2007-08		RE 2007-08		BE 2008-09		Total
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
	Control Commission									
3.	Emergent Flood Protection Measures in Eastern and Western Sectors	0.00	2.64	0.00	3.00	0.00	3.00	0.00	3.00	3.00
4.	Survey & Investigation of Kosi High Dam Project	5.20	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	Maintenance of flood protection works of Kosi and Gandak Projects	2.50	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
6.	Pancheshwar Multipurpose Project	1.51	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
7.	Joint Observation on common Rivers with Bangladesh and neighbouring countries	0.31	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
8.	Critical anti-erosion works in Ganga Basin States	74.33	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
9.	Extension of embankments on Lalbakeya, Kamla, Bagmati and Khando rivers	18.34	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
10.	Schemes for the benefit of North Eastern States &	18.77	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Sikkim	3.00	0.00	1.00	0.00	1.35	0.00	2.00	0.00	2.00
	-Brahmaputra Board	12.51	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	-Pagladia Dam Project	34.28	0.00	1.00	0.00	1.35	0.00	2.00	0.00	2.00
	-New schemes for Majuli island in Assam, Dihang Project, etc.									
	Sub Total (S.No.10)									
11.	Flood Forecasting	0.00	0.00	16.00	0.00	12.74	0.00	23.00	0.00	23.00
12.	River	0.00	0.00	46.00	0.00	50.75	0.00	160.00	0.00	160.00

Sl No.	Sector/ Organisation /Scheme	Actuals 2006-07		BE 2007-08		RE 2007-08		BE 2008-09		Total
		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
	Management Activities and Works related to Border Areas									
13.	Infrastructure Development	0.00	0.00	3.45	0.00	2.25	0.00	26.00	0.00	26.00
	Total : Flood Control	**160.26**	**39.56**	**66.45**	**39.24**	**67.09**	**40.92**	**211.00**	**40.40**	**251.40**
VI.	**Transport Sector**									
1.	Farakka Barrage Project	24.58	24.29	33.00	24.99	37.99	25.47	75.00	25.60	100.60
	TOTAL (I to VI) *	**514.08**	**268.56**	**612.00**	**286.16**	**562.00**	**285.65**	**612.00**	**294.33**	**906.33**
VII.	**AIBP and other Water Resources Programme ****	**2373.59**	**0.00**	**3580.00**	**0.00**	**$$**	**0.00**	**5550.00**	**0.00**	**5550.00**
	GRAND TOTAL	**2887.67**	**268.56**	**4192.00**	**286.16**	**562.00**	**285.65**	**6162.00**	**294.33**	**6456.33**

*Source of financing : *Demand No.103 – Ministry of Water Resources for 2008-2009 (excluding AIBP)*

*** Details shown in Demand No. 35- Ministry of Finance (Transfers to State and Union Territory Governments).*

$$ Figure is not available with the Ministry of Water Resources.

All this activities have been merged in a consolidated scheme of Research and Development (during XIth Plan) shown at Sl. No. 6 under Major & Medium Irrigation.

Appendix– II

(Para No. 2.16)

Details of year-wise vacancies in various Organizations

NAME OF ORGANIZA-TION	UPTO 2000*		2001		2002		2003		2004		2005		2006		2007		TOTAL	
	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz	Gaz	Non Gaz
SECRET-ARIAT	-	-	-	01	-	-	-	02	-	04	-	02	08	10	08	51	16	70
CWC	06	263	-	23	02	10	01	58	37	39	13	149	125	163	127	202	311	907
CGWB	07	03	05	-	06	-	01	-	22	19	26	43	32	202	10	43	109	310
GFCC	01	05	-	01	-	-	-	01	-	-	-	-	02	03	03	01	06	11
FBP	01	162	01	17	01	07	01	08	01	09	01	06	-	07	-	-	06	216
CSMRS	12	03	-	02	-	03	-	01	03	02	01	11	06	12	02	23	24	57
CWPRS	46	137	-	19	03	38	04	16	11	36	10	24	23	44	26	39	123	353
TOTAL	73	573	06	63	12	58	07	86	74	109	51	235	196	441	176	359	595	1924

* Includes posts which have been categorized as 'Deemed Abolished' and the process of their revival or issuance of formal notification is on.

Appendix -III

(Para No. 2.26)

List of projects declared as National Projects:

Sl. No.	Name of the Project	1) Irrigation (ha.) 2) Power (MW) 3) Storage (MAF)	State	Tentative Requirement of funds under AIBP in 11th Plan	Justification
1	Teesta Barrage	1) 9.23 lakh 2) 1000 MW 3) Barrage	West Bengal	1400	Projects governed by International treaty having international ramification and projects of strategic importance
2	Shahpur Kandi	1) 0.33 lakh 2) 68 MW 3) Barrage	Punjab	900	
3	Bursar	1) 1 lakh (indirect) 2) 1230 MW 3) 1 MAF	J&K	100	
4	2nd Ravi Vyas Link	Harness water flowing across border of about 3 MAF	Punjab	100	
5.	Ujh multipurpose project	1) 0.32 lakh ha 2) 280 MW 3) 0.66 MAF	J&K	50	
6.	Gyspa project	1) 0.50 lakh ha 2) 240 MW 3) 0.6 MAF	HP	50	
7.	Lakhvar Vyasi	1) 0.49 lakh 2) 420 MW 3) 0.325 MAF	Uttranchal	750	Projects of Yamuna Basin. Important from environmental, drinking water and Common- wealth games consideration.
8.	Kishau	1) 0.97 Lakh 2) 600 MW 3) 1.04 MAF	HP/ Uttranchal	750	
9.	Renuka	1) Drinking water 2) 40 MW 3) 0.44 MAF	HP	500	
10.	Noa-Dehang Dam Project	1) 8000 ha. 2) 75 MW 3) 0.26 MAF	Arunanchal Pradesh	100	Projects on the international rivers in the North-Eastern States
11.	Kulsi Dam Project	1) 23,900 ha. 2) 29 MW 3) 0.28 MAF	Assam	100	
12.	Upper Siang	1) Indirect 2) 9500 MW 3) 17.50 MAF 4) Flood moderation	Arunanchal Pradesh	200	

13	Gosikhurd	1) 2.50 lakh 2) 3 MW 3) 0.93 MAF	Maharash-tra	1400	Intra State major project having big irrigation potential and drinking water supply component.
14	Ken Betwa	1) 6.46 lakh 2) 72 MW 3) 2.25 MAF	Madhya Pradesh	600	River Interlinking Project.
			Total	**7000**	

Appendix –IV

(Para No. 3.12)

Statewise Irrigation Potential Created in MMI Sector in X Plan

Sl. No.	Name of States	Irrigation Potential Created (in thousand hectares)				
		2002-03	2003-04	2004-05	2005-06	2006-07
1	2	3	4	5	6	7
1	Andhra Pradesh	94.24	112.98	78.03	70.79	231.28
2	Arunachal Pradesh	0.80	0.30	0.10		
3	Assam	5.50	0.62	47.65	0.85	2.80
4	Bihar	27.00	45.00	45.00	31.37	199.60
5	Jarkhand	58.00	47.00	59.50	9.32	5.69
6	Goa	1.72	3.15	2.22	1.22	0.60
7	Gujarat	144.00	137.13	168.00	110.24	118.05
8	Haryana	16.30	13.57	16.43	7.10	8.35
9	Himachal Pradesh	0.20	0.30	0.30	0.30	2.22
10	Jammu & Kashmir	3.56	4.82	0.00	11.33	16.83
11	Karnataka	1.40	2.60		74.56	115.76
12	Kerala	57.12	68.21	74.67	8.77	0.19
13	Madhya Pradesh	10.00	15.00	15.00	65.12	66.80
14	Chattisgarh	101.75	125.32	147.76	33.64	19.70
15	Maharashtra	24.00	115.00	115.00	52.88	*
16	Manipur		5.15	5.25		
17	Meghalaya					
18	Mizoram					
19	Nagaland					
20	Orissa	29.92	67.40	27.75	2.16	10.66
21	Punjab	2.19			18.57	14.95
22	Rajasthan	44.80	68.85	92.00	152.89	91.23
23	Sikkim					1.74
24	Tamil Nadu	4.25	5.14	2.36		0.00
25	Tripura			4.50	1.02	1.51
26	Uttar Pradesh	145.34	74.72	145.20	31.94	139.01
27	Uttranchal	1.24	2.48	2.48	4.55	0.52
28	West Bengal	39.00	7.52	15.00	3.46	5.43
	Total	812.33	922.26	1064.20	692.09	1052.91

*** Maharashtra has shown an overall achievement of 210 thousand hectares based upon circle-wise achievements. Break up of the same for MMI and MI has not been provided so far.**

Appendix- V

Para No. 7.12)

STATE WISE CENTRAL ASSISTANCE RELEASED DURING 2007-08

(Rs. Crore)

Sl.No.	State	AIBP	Flood Management	RRR of Water Bodies	Grand Total
		2007-2008 Grant			
(1)	(2)	`(3)	(4)	(5)	(6)
1	Andhra Pradesh	576.8492			576.8492
2	Arunachal Pradesh	40.1000			40.1000
3	Assam	46.6480			46.6480
4	Bihar	34.5200	23.1344	0.9000	58.5544
5	Chhattisgarh	49.0740			49.0740
6	Goa	18.3400			18.3400
7	Gujarat	350.0000			350.0000
8	Haryana	0.0000			0.0000
9	Himachal Pradesh	114.0500	0.6687		114.7187
10	Jammu & Kashmir	134.9951	3.8700		138.8651
11	Jharkhand	5.7444			5.7444
12	Karnataka	194.1500	3.8000		197.9500
13	Kerala	0.0000			0.0000
14	Madhya Pradesh	338.4750			338.4750
15	Maharashtra	547.4300			547.4300
16	Manipur	49.8070			49.8070
17	Meghalaya	0.0000			0.0000
18	Mizoram	21.9234			21.9234
19	Nagaland	40.5100			40.5100
20	Orissa	385.3890	5.4581		390.8471
21	Punjab	13.5000			13.5000
22	Rajasthan	100.2600			100.2600
23	Sikkim	3.2400			3.2400
24	Tripura	0.0000			0.0000
25	Tamil Nadu	0.0000			0.0000
26	Uttar Pradesh	92.7800			92.7800
27	Uttarakhand	255.0800			255.0800
28	West Bengal	8.1200	0.3900	10.0000	18.5100
Total		3420.9851	37.3212	10.9000	3469.2063

Appendix –VI
(Para No. 7.17)

The following projects have been identified for completion under the Prime Minister's package for distressed districts of Maharashtra, Andhra Pradesh, Karnataka and Kerala:

MAHARASHTRA	1	Wan
	2	Upper Wardha
	3	Pothra Nala
	4	Utawali
	5	Purna
	6	Lal Nala
	7	Kar
	8	Arunavati
	9	Lower Wardha
	10	Bembla
	11	Sapan
	12	Pen Takli
	13	Khadakpurna
	14	Chandra Bhaga
	15	Dham
	16	Nawargaon
	17	Lower Pedhi

KARNATAKA	1	Malaprabha
	2	Ghataprabha Stage-III
	3	Votehole
	4	Hippargi
	5	Markendeya
	6	Mod. of Bhadra
	7	Huchanakopplu Lift
	8	Kanchanahalli Lift
	9	Kamasamudra
	10	Rameswara Lift
	11	Ballary Nala
	12	Restoration and augment-ation of Bhima samudra tank
	13	Harangi
	14	Hemavathi
	15	Yagachi
	16	Dudhaganga
	17	Chiklihole

ANDHRA PRADESH	1	Flood flow canal from Sriram Sagar Project

	2	Gundlakamma Reservoir
	3	Shriramsagar Stage-II
	4	Palemvagu
	5	Rallivagu
	6	Mathadivagu
	7	Gollavagu
	8	Peddavagu
	9	Rajiv LIS(Bhima Proj)
	10	Veligallu
	11	Alisagar LIS
	12	Guthpa LIS
	13	J Choka Rao (godavari LIS)
	14	Neelwai
	15	Kinner Sane
	16	Dummududam N S Tail Pond
	17	Sripada Sagar LIS
	18	Rajiv Sagar LIS (Dummugudam)
	19	Pranahita-Chevella
	20	Koil Sagar LIS
	21	Singur Canal
	22	Indira Sagar LIS (Dummugudam)
	23	Komaram Bhim
	24	Choutapally Hanumanth Reddy LIS
	25	Modikuntavagu

KERALA	1	Chitturpuzha Project
	2	Karapuzha Project
	3	Malampuzha
	4	Koriarkutty Karapa
	5	Bansurasagar
	6	Kanjirapuzha

Note: AIBP assistance to these projects is subject to projects getting investment clearance from Planning Commission.

Appendix –VII
(Para No.7.17)

Projects of PM package included in AIBP up to 29.3.2008

Sl. No.	Name of State/Project (Started in Plan)
(1)	(2)
Major, Medium Irrigation Projects	
	ANDHRA PRADESH
1	Flood Flow Canal of SRSP
2	Sriramsagar Project - II
3	Ralivagu
4	Gollavagu
5	Mathadivagu
6	Peddavagu
7	Gundlakamma Reservoir
8	Valligallu
9	Ali Sagar LIS
10	J.Chokkarao LIS
11	Guthpa LIS
12	Nilwai
13	Khomaram Bhima
14	Palemvagu
15	Rajiv Bhima LIS
	KARNATAKA
1	Malprabha (III)
2	Ghatprabha (V)
3	Votehole Medium Project
	KERALA
1	Karapuzha
	MAHARASHTRA
1	Upper Wardha (V)
2	Wan (VI)
3	Pothra Nalla
4	Utawali
5	Purna
6	Kar
7	Lower Wardha
8	Lal Nalla
9	Khadakpurna
10	Arunavati
11	Bembla
12	Chandra Bhaga
13	Sapan Irrigation Project
14	Pentakli Project

Appendix-VIII

MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES (2007-2008) HELD ON WEDNESDAY, 26 MARCH 2008

The Committee sat from 1100 hours to 1330 hours in Committee Room No. '53', First Floor, Parliament House, New Delhi.

PRESENT

Shri R. Sambasiva Rao – Chairman

MEMBERS

LOK SABHA

2. Shri Bhanwar Singh Dangawas
3. Shri Bikram Keshari Deo
4. Shri Prakash B. Jadhav
5. Shri Raghuveer Singh Kaushal
6. Smt. Manorama Madhavraj
7. Shri Shankhlal Majhi
8. Shri Abu Ayes Mondal
9. Shri Lonappan Nambadan
10. Shri Harilal M. Patel
11. Dr. Arun Kumar Sarma
12. Smt. Minati Sen

RAJYA SABHA

13. Dr. Gyan Prakash Pilania
14. Shri Tiruchi Siva

SECRETARIAT

1.	Shri N.K. Sapra	-	Joint Secretary
2.	Shri C.S. Joon	-	Director
3.	Shri P.V.L.N. Murthy	-	Deputy Secretary

REPRESENTATIVES OF MINISTRY OF WATER RESOURCES

1. Shri U.N. Panjiar, Secretary (WR)
2. Shri B.S. Ahuja, Chairman, (CWC)
3. Shri S. Manoharan, Addl. Secy.
4. Shri M.E. Haque, Commissioner (PP)
5. Smt. Ananya Ray, Jt. Secy. & Financial Adviser

At the outset, the Hon'ble Chairman welcomed the Members to the sitting of the Committee. Thereafter, the Hon'ble Chairman welcomed the representatives of the Ministry of Water Resources to the sitting and requested them to introduce themselves to the Committee.

2. After the introduction, the Committee took oral evidence of the representatives of the Ministry on Demands for Grants (2008-2009). The Members sought clarifications pertaining to the Demands for Grants (2008-2009) of the Ministry in respect of Central Water Commission, Major and Medium Irrigation, Minor Irrigation, Central Ground Water Board, Command Area Development Programme, Flood Control and Accelerated Irrigation Benefits Programme, etc. The Secretary and other representatives of the Ministry replied to the queries put forth by the Members on various Schemes/Programmes being implemented by the Ministry and other related issues.

A verbatim record of the proceedings of the sitting has been kept separately.

The Committee then adjourned.

Appendix-IX

MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON WATER RESOURCES HELD ON WEDNESDAY, 16 APRIL 2008

The Committee sat from 1630 hours to 1750 hours in Committee Room '139', First Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri R. Sambasiva Rao – Chairman

MEMBERS

LOK SABHA

2. Shri Bhanwar Singh Dangawas
3. Shri Prakash B. Jadhav
4. Shri Abu Ayes Mondal
5. Shri Lonappan Nambadan
6. Dr. Arun Kumar Sarma

RAJYA SABHA

7. Kumar Deepak Das
8. Shri Tiruchi Siva

SECRETARIAT

1.	Shri N.K. Sapra	-	Additional Secretary
2.	Shri P.K. Grover	-	Joint Secretary
3.	Shri C.S. Joon	-	Director
4.	Shri P.V.L.N. Murthy	-	Deputy Secretary

At the outset, the Hon'ble Chairman welcomed the Members to the sitting of the Committee.

2. Thereafter, the Committee took up the draft report on Demands for Grants (2008-2009) of the Ministry of Water Resources for consideration. After detailed discussion, the Committee adopted the Report with the following modifications :-

(i) Page No. 16, Para No. 2.48, Line 1: *i after* "organizations" i*nsert* "including NEHARI under the Brahmaputra Board"

(ii) Page No. 16, Para No. 2.49, Line 1: *substitute* "It is heartening" *with* "The Committee are happy".

(iii) Page No. 30, Para No. 3.38 Line 2: *substitute* "at the earliest" *with* "by 30 June, 2008."

(iv) Page No. 30, Para No. 3.40, Line 8: *after* "investments" *insert* "The Hydrology Project –II is not being implemented in certain States as a matter of Government policy"

(v) Page No. 30, Para No. 3.40: *add* "The Committee further desire the Ministry to review the policy for implementing Hydrology Project-II in the remaining States also" *at the end.*

(vi) Page No. 49, Para No. 7.23, Line 5: *insert* "in respect of AIBP Projects" *after* "category".

3. The Committee then authorized the Chairman to finalize the Report after getting it factually verified from the Ministry and present the same to both the Houses of Parliament.

The Committee then adjourned.

Appendix- X

STATEMENT OF OBSERVATIONS AND RECOMMENDATIONS

Sl. No.	Para No.	Observation/ Recommendation
1	2	3
1.	2.47	The Committee observe that against the projection of Rs. 746 crore for 2007-2008 and Rs. 688 crore for 2008-2009 under the plan head, the Ministry of Water Resources has been provided Rs. 600 crore each for both the financial years. The shortfall is to the extent of Rs. 146 crore and Rs. 188 crore, respectively. The allocation was reduced to Rs. 550 crore at RE stage 2007-2008. According to the Ministry, the reduced allocation at RE stage was primarily due to more time taken for the preparatory work in respect of different schemes as it was the first year of the Eleventh Plan and expenditure was relatively less in the early part of the year. The Ministry has stated that the shortfall in targets for the year 2007-2008 due to reduced allocation would be made up in the next year through intensive monitoring of the physical and financial targets. The Committee further observe that the plan allocation for the Central sector schemes has increased from Rs. 312 crore during 2007-2008 to Rs. 612 crore during 2008-2009 after the Command Area Development & Water Management Scheme was transferred to State sector for which a separate allocation of Rs. 350 crore has been made. The Committee expect the Ministry to utilize the enhanced allocation during 2008-2009 and avoid reduction of allocation at RE stage as in previous years. The Committee desire the Ministry to review the pace of expenditure under different schemes on a quarterly basis. They desire to be apprised of the steps taken in this regard.
2.	2.48	The Committee regret to observe that as many as 595 Gazetted and 1,924 non-gazetted posts are vacant in the Ministry and its various subordinate offices. These vacancies have accumulated over the years (till 2007). The perusal of the details furnished reveals that there were 73 Gazetted and 573 non-gazetted vacancies in the Ministry and its various organizations upto the year 2000. The Secretary, Ministry of Water Resources, during the course of evidence admitted that they could fill up vacancies only to a limited extent and that due to the operation of 'Optimization Scheme' of the Ministry of Finance the number of posts stand abolished. While sharing the concern of the Committee, the Ministry have informed that they have sought exemption from operation of the 'Optimization Scheme' of the Ministry of Finance as posts of officers in the Ministry are technical in nature which if remained vacant, affect the performance of the Ministry. The Committee

		recommend that approval of the competent authority for reviving the deemed abolished posts in CWPRS and other organizations including NEHARI under Brahmaputra Board be obtained at the earliest and all the vacancies including the deemed abolished posts be filled up on an urgent basis. The Committee also recommend that all the unfilled vacancies on compassionate grounds against the 5% quota in the Ministry and its subordinate / attached offices be immediately filled up, if needed, by relaxation of DoPT Guidelines in respect of needy persons particularly in cases where the families of deceased employees are without an earning member. The Committee would like to be apprised of the action taken in the matter.
3.	2.49	The Committee are happy to note that subsequent to their recommendation in the Seventh Report on Demands for Grants (2007-2008) calling upon the Ministry of Water Resources to formulate a policy for declaring Major Irrigation Projects as 'National Projects' at an early date, the Group of Ministers (GoM) approved the criteria for selection of 'National Projects' and are now to be brought up before the Cabinet for its approval. Besides, the Finance Minister in his Budget Speech (2008-2009) announced that Government has declared 14 Projects as 'National Projects' of which 3 projects alone would require Rs. 7,000 crore during the Eleventh Plan. The projects declared as 'National Projects' would be eligible for 90 per cent of project cost as Central Grant and the remaining 10 per cent would be borne by the State Governments. A Steering Committee under the Chairmanship of Secretary, Water Resources is being constituted to monitor the progress of implementation of these projects with the support of the Central Water Commission. The modalities of implementation of 'National Projects' are being worked out by the Ministry with CWC. The Committee desire the Ministry to work out such modalities within 3 months so as to enable early implementation of the projects.
4.	2.50	The Committee observe that the threat to climate change is now considered as an established fact. The Ministry of Water Resources has reportedly initiated studies on the effect of climate change on water resources by associating organizations under the Ministry, research institutions and reputed academic institutions of the country. The CWC has been assigned the task of overall coordination. The Preliminary Report on the basis of analysis of time series of rainfall data and flow data analysis of related secondary information particularly about snow melt and glacier melt and the results of the studies carried out by National Institute of Hydrology are likely to be completed by June 2008. The Committee desire the Ministry to enlist support from not only the academic institutions but other NGOs/ individuals engaged in carrying out the studies on the impact of climate change on water resources so that a practical solution to meet the adverse effects of climate change is

		found. The Committee would like to be informed of the progress made in this regard including the report to be made available on the subject by the CWC.
5.	2.51	The Committee observe that efficiency in water use is as important as creation of irrigation potential and its fuller utilization. The Committee are given to understand that irrigation efficiency in most of the irrigation systems in the country ranges between 25% and 35% and in exceptional cases the usage is between 40% and 45%. The water for crop consumption per hectare of the gross irrigated area (4.8 feet) is much higher as compared to water use in USA (3 feet). The Working Group of the National Commission on Integrated Water Resources Development Plan (NCIWRDP) has proposed efficiency norms for assessment of water requirement for irrigation purposes from surface water. The Commission was of the view that 35% to 40% efficiency in surface water and 65% to 70% efficiency in ground water will be a fair approximation. The Ministry has reported that on farm application efficiency of 60% to 80% and conveyance efficiency of 50% to 70% has reportedly been achieved as per water use efficiency studies carried out in respect of certain projects in Uttar Pradesh. The CWC has taken up studies in respect of various other projects in different States in this regard and the studies are in progress. The Committee urge the Ministry to get the assessment studies initiated by CWC completed in a time bound manner which in their opinion would serve as a tool for the Ministry to evolve and initiate measures aimed at improving Water Use Efficiency amongst different sectors. They also desire the Ministry to take suitable measures to achieve the levels of irrigation efficiency as envisaged by the National Commission on Integrated Water Resources Development Plan (NCIWRDP). They are also given to understand that Water and Land Management Institutes (WALMIs) have undertaken studies of 45 projects to assess the water use efficiency therein. They desire Government to take a final view on the findings of the study by WALMIs and take remedial measures on the identified problem areas for improving water use efficiency. They desire to be informed of the action taken in respect of the above.
6.	3.36	The budget allocation (plan) for Major and Medium Irrigation for the year 2008-09 has been pegged at Rs. 209.90 crore which is Rs. 77.40 crore higher than the allocation in BE 2007-08 of Rs. 132.50 crore which was subsequently reduced to Rs. 105.82 crore at RE stage. The reduction at RE stage was due to delay in finalisation of consultancies for various activities under Hydrology Project and delays in getting necessary inputs for the Water Resource Information System. However, these delays are proposed to be made up in the next year through intensive monitoring of the physical and financial targets for which a mechanism of monthly review has been started. The Committee expect the Ministry to keep

		a close watch on the achievement of physical and financial targets with an intensive monitoring of monthly reviews so that the allocations provided in the current year are not reduced at the RE stage on account of poor performance. They desire to be apprised of the utilization of funds on this account.
7.	3.37	The Committee are constrained to observe that the number of on-going projects has been steadily increasing ever since the Standing Committee on Water Resources have taken note of the increasing allocations made for the purpose year after year as observed by them in their First, Third, Fifth and Seventh Reports (14^{th} Lok Sabha) on Demands for Grants. According to the Ministry, there were 471 on-going projects which spilled over from Ninth Plan to Tenth Plan. Out of these, 178 Projects were likely to be completed, however, only 102 projects have been reported as completed. In addition to the projects which spilled over from Ninth to Tenth Plan (369 projects), 300 new projects were proposed to be undertaken during Tenth Plan though only 148 are reported to have been undertaken of which only 1 Medium and 2 ERM Projects were completed during the Tenth Plan and remaining 145 Projects spilled over to Eleventh Plan. The Committee are dismayed to further observe that as per the report of the Working Group on Water Resources for the Eleventh Plan, 300 new projects are proposed to be taken up during the Eleventh Plan. Thus, there is a total spill over of 514 projects from the Ninth Plan to the Eleventh Plan. As the normal gestation period of major projects is considered to be 10 to 15 years while for medium projects the same is taken as 5 to 8 years, it could be safely concluded that the projects taken during a particular plan period would definitely spill over to another plan even in normal course. Given this backdrop, the specious plea of the Ministry that it acts as a facilitator and provides assistance / guidance as and when necessary to the State Governments who plan, execute and maintain the water resources projects, is unacceptable. The Ministry's argument that new Projects are included on the request / requirement of the State Governments does not hold good and points to the failure on the part of the Ministry to guide the States properly on this aspect. The Committee are of the opinion that the Planning Commission and the Ministry of Water Resources should have acted tough keeping in view the overall financial health of majority of the State Governments who are not in a position to raise even the O & M costs in respect of many of the major projects. The Committee, therefore, recommend that the Planning Commission and the Ministry give a careful thought on putting a cap on the number of new projects that could be proposed by the State Governments as in the case of funding of AIBP Projects where the Ministry gives sanction for inclusion of a new project only if one of the on-going projects has been completed. The Committee would like to be apprised of the measures taken or proposed to be taken on this aspect.

8.	3.38	The Committee are perturbed to note that against a target of 6.5 m.ha. additional irrigation potential only 4.543 m.ha. irrigation potential has been created which amounts to approx. 70% achievement. The shortfall was due to non-allocation of sufficient funds by the State Governments under the State Plan, delay in land acquisition, rehabilitation of displaced persons, etc. Further, about 81% of the created potential through MMI Projects has been assessed to be utilized. With a view to have proper assessment of the reasons for the gap between the creation and utilization of irrigation potential, the Ministry awarded studies through IIMs at Ahmedabad, Bangalore, Kolkata and Lucknow. The IIM, Ahmedabad submitted an interim report and for others the reports are awaited. Furthermore, an ambitious target of creation of 9 m.ha. irrigation potential through MMI has been fixed by the Ministry for the Eleventh Plan. The Committee's examination of the issue revealed a continuous trend of lesser than the targeted creation and further lesser utilization than the actual creation of irrigation potential. The Committee in their earlier Reports have been prodding the Government to make earnest efforts to increase the creation as well as its utilization of potential. The Committee hope that the outcome of the studies being conducted by IIMs across the country would help the Ministry to take appropriate steps to rectify the imbalance in this respect in the Eleventh Plan. They would like to be informed of the findings of the study conducted by various IIMs and action taken thereon by the Ministry by 30 June, 2008.
9.	3.39	The Committee observe that pursuant to their recommendation in the Seventh Report that remote sensing technology be used to bridge the gap between the creation and utilization of irrigation potential, the Government asked the National Remote Sensing Agency (NRSA), Hyderabad, to assess the variations in this regard by using remote sensing technology. NRSA Report reveals large variations in field study and remote sensing technology data in respect of the Teesta Hydel Project in West Bengal. The large variation is attributed to lack of continuity in canals at several places and non-construction of hydraulic structures. The Government of West Bengal has been asked to clarify the over reporting in this regard. The Committee regret to note that the fragmented portions of the canals / infrastructures created have been considered as potential created whereas it should have been on actual basis. The Committee desire the Ministry to caution the field authorities to desist from over reporting of irrigation potential and warn them of strict action in case of over reporting. The Committee also desire to be informed of the results of NRSA studies in 53 AIBP aided projects.
10.	3.40	The Committee note that the Hydrology Project (Phase-I) was implemented in 9 States with the International Development Association (World Bank) assistance of SDR 75.1 million under a credit agreement with the Government of India. Hydrology Project

		II has been taken up with the assistance of International Bank for Reconstruction and Development (World Bank) in 13 States and 8 Central Agencies to promote the sustained and effective use of hydrological information system by all potential users concerned with water resources planning and management, contributing to improved productivity and cost effectiveness of water related investments. The Hydrology Project-II is not being implemented in certain States as a matter of Government policy. The budgetary allocation (plan) of Rs. 44 crore has been made for 2008-2009 for the project. There are 6 major consultancies costing a total of Rs. 81.4 crore for the entire project. It is expected that the consultants would be in place during the first quarter of 2008-09 and then activities related to procurement of Computer Software, machinery and equipments and execution of civil works will also pick up. The cost of the project is likely to be Rs. 631.83 crore and implementation of the project will actively start from 2008-2009 and continue till the year 2012. The Committee desire that the consultants be appointed at the earliest to avoid any further delay and the consequent increase in the cost of project. The Committee further desire the Ministry to review the policy for implementing Hydrology project-II in the remaining States also.
11.	3.41	The Committee note that the management of water resources is a highly complex task and involves multi disciplinary domain including data execution, numerical model, optimization, data warehousing and the analysis of socio-economic, environmental and legal issues. Water Resources Information System plays a vital role in achieving the optimal utilization of water resources. The scheme of Development of Water Resources Information System was launched in the Eleventh Plan (2007-08) with an allocation of Rs. 46 crore during 2008-09. The Expenditure Finance Committee of the Ministry of Finance has recommended an outlay of Rs. 242.3 crore. The Committee observe that the scheme launched at the start of the Eleventh Plan has already been delayed due to non-completion of some components of the scheme in the first year. They, therefore, desire the Ministry to take all necessary steps to increase the pace of activities under the scheme so that updated and more useful data is available for development of water resources in the country.
12.	4.11	The budgetary allocation for Minor Irrigation for 2008-09 has been increased to Rs. 116.10 crore which is Rs. 36.05 crore more allocation as compared to the previous year. The higher allocation is provided for the expenditure likely to be incurred on purchase of deep drilling rigs, implementation of demonstrative artificial recharge structures, construction of piezometers monitoring wells, etc. which could not materialize during 2007-2008. The Committee regret to note further that if the works planned for previous years could have been completed in the scheduled time frame, no need would have arisen in the first instance for reduction of allocation at

		RE stage in 2007-08. Also, the enhanced allocation in the current Financial Year could have been better utilized for some new works. The Committee, therefore, desire the Ministry to take necessary steps to avoid such delays in execution of scheduled works which not only result in cost escalation but also delay the benefits accruing from the scheme.
13.	4.12	A scheme was announced in the Budget Speech during 2007-08 for recharging ground water through 'Dug Wells' in 1,065 over exploited or critical blocks covering 100 districts and 7 States with a cost of about Rs.4,000 per 'Dug Well'. A subsidy of 100% to small and marginal farmers and 50% to others was proposed. No new 'Dug Wells' are proposed to be constructed, however, the scheme is being implemented through 4.455 million existing irrigation 'Dug Wells' owned by farmers. The Guidelines for implementation of the scheme have been circulated to the concerned State Governments. The capacity building / mass awareness is proposed to be carried throughout 2008-09. The process of selection of beneficiaries has started. The Committee expect that on selection of beneficiaries after issue of Guidelines some constructive work would be taken up and the benefits from the recharged 'Dug Wells' would begin to accrue. They would like to be apprised of the progress made in this regard at periodic intervals.
14.	5.9	The Committee observe that Flood Forecasting, River Management Activities and works related to Border Areas, and Infrastructure Development are some of the schemes covered under the Flood Control. The plan allocation for flood control sector was Rs. 66.45 crore and Rs. 67.09 crore at BE & RE 2007-08. Rs. 211 crore have been provided for the year 2008-09. The outlay for River Management activities for 2008-09 has been proposed at Rs. 160 crore as against Rs. 46 crore in 2007-08. The increase in plan allocation for 2008-09 is on account of (i) the increase in activities of Majuli Island, Dholla-Hattighuli entrusted to Brahmaputra Board; (ii) drainage development works of Brahmaputra Board; and (iii) proposed bank protection works along border rivers with Bangladesh and Pakistan. The increased amounts will be utilized for modernization of data collection and transmission systems undertaken by installing self-recording rain gauges, automatic water level recorders and satellite based communication system. The Committee further observe that floods create havoc every year in almost all parts of the country and they are of the opinion that if works materialize as planned than to some extent the after effects of the flood could be minimized. The Committee, therefore, desire the Ministry to ensure that all works planned during the current financial year are completed and allocations are utilized fully. An allocation of Rs. 46.00 crore has been made for protection of Majuli Island from out of Rs. 160 crore provided for River Management Works. The Committee feel that this would boost the pace of work of protection of Majuli Island undertaken by Brahmaputra Board as

		there is an alarming decrease in area of island due to erosion by floods. They would like to be informed of the progress as well as efficacy of the works undertaken for protection of Majuli Island by Brahmaputra Board.
15.	5.10	The Committee note that to assess the success of Flood Control schemes, the Ministry has entrusted Performance Evaluation Studies of Flood Sector Schemes to 'Indian Institute of Public Administration' at a cost of Rs. 27.03 lakh. The Study Report is expected by July 2008. The Committee would like to be informed of the findings of the report and action taken by the Ministry thereon. They are, however, constrained to note that a proposal for restructuring of the Brahmaputra Board has been under consideration of the Ministry for quite a long time now. The Secretary, Water Resources informed during evidence that restructuring of the Brahmaputra Board requires an amendment to the Brahmaputra Board Act. The draft amendments are with the Ministry of Law for vetting and resolution of certain issues. The Committee, therefore, desire the Ministry to resolve the issues involved in the amendments without further loss of time and introduce the amending Bill in Parliament at the earliest.
16.	6.8	The Committee note that the Farakka Barrage Project was started in 1962 with the objective of the operation and maintenance of Farakka Barrage and associated structures including anti-erosion measures for safety of the Barrage. Farakka Barrage Project was allocated Rs. 75 crore during 2008-2009 as against Rs. 33 crore in the previous year. Additional allocation of Rs. 42 crore was intended for anti-erosion measures in the extended jurisdiction of the Farakka Barrage Project along the river Ganga-Padma main stem for completion before the onset of Monsoon 2008. It is heartening to note that the anti-erosion measures in a combination of revetment of banks along the launching apron being carried out under the technical guidance of CWC have been able to arrest the bank erosion successfully at Panchanandpur village in district Malda. The Committee appreciates the work completed under the project. They desire the Ministry to inform them of the progress of the anti-erosion measures undertaken in the extended jurisdiction of the project.
17.	7.21	The Committee note that the Accelerated Irrigation Benefit Programme was conceived in 1996 to provide financial assistance to the States as grant for the irrigation projects and as an incentive to the States for creating irrigation infrastructure in the country. The Finance Minister has enhanced the allocation under AIBP for 2008-09 to Rs. 20,000 crore, i.e. 43% increase from 2007-08. AIBP has been revamped to complete more irrigation projects in the shortest possible time, 24 Major and Medium and 753 Minor Irrigation Projects are likely to be completed in 2007-08 creating 5 lakh

		hectare additional irrigation potential. Based on the assessment of the proposals from the State Governments, Ministry of Water Resources has projected a grant requirement of Rs. 10,200 crore for the year 2008-09 to the Planning Commission against which Rs. 4,300 crore has been provided for AIBP for 2008-09. The Ministry would approach the Planning Commission for additional allocation at Revised Estimate stage. The Committee expect the Ministry also to pursue the State Governments to come forward with matching share of the funds which would enable them to mobilize the allocation of Rs. 10,200 crore projected earlier. The Committee, at the same time desire the Ministry to ensure that the funds allocated are released in time and are fully utilized by the States.
18.	7.22	The Committee observe that 23 new projects have been recommended by the Ministry of Water Resources to the Ministry of Finance for release of funds in 2007-08. A perusal of the list of 23 projects reveals that only a few States have cornered the major portion of the Central assistance. While the Committee are happy to note that few States are taking initiative and submitting good proposals for getting Central Assistance under AIBP, many others have not been able to take advantage of the vast sums being provided as Central Assistance year after year. They, however, desire the Ministry to encourage and assist other States to come forward with the viable proposals for more equitable share of funds among the States for AIBP so that the benefit of completed irrigation projects is available to the farming community evenly all over the country.
19.	7.23	The Committee further observe that some States have been conferred special category status for availing Central grants up to 90%. Major / Medium Projects and Surface Water Minor Irrigation Schemes of non special category States benefiting drought prone / tribal areas are also given up to 90% grant. Furthermore, Government propose to provide 90% of project cost as grant for projects identified as 'National Projects.' The Committee, during the course of many of their on-the-spot Study Visits have also come across suggestions from States for consideration of their cases for 90% grant. However, the Ministry have no proposal to accord special category status to the new States. The Committee desire that in view of the demand of various States for grant of special category status, the Ministry of Water Resources / Planning Commission need to review the policy for recognition of States under the special category in respect of AIBP Projects. They would like to be informed of the action taken in the matter.
20.	7.24	The Committee note that evaluation studies of AIBP Projects had been taken up by the Ministry of Statistics and Programme Implementation during 2004-05. The final report of the Study was submitted in July 2007. The Ministry of Water Resources has

		examined / studied the report and corrective action is being taken through CWC to resolve the problems identified by taking up the matter the with State Governments. The Committee find that the issues highlighted in the Report are very common and confronted by the implementing authorities at the field level on almost all projects at the implementation stage. They have also come across these issues during many of their field visits and informal discussions with the implementing authorities in States. The Committee recommend the Ministry to take up these issues with the State Governments and devise a solution to the problems as they consider these to be the causative factors for tardy implementation and resultant spilling over of projects from plan to plan. They desire to be informed of the action taken in the matter.